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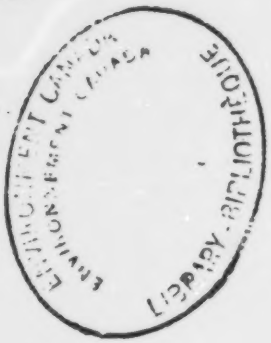


Evaluation Assessment Report:
Environment 2000 Program
Environment Canada

December 13, 1984

EXECUTIVE SUMMARY: EVALUATION FRAMEWORK/ASSESSMENT FOR ENVIRONMENT 2000 PROGRAM

Background

At the request of the Evaluation Branch, J. Phillip Nicholson Policy and Management Consultants Inc. (Ottawa) conducted an evaluation assessment of the program during late summer and fall of 1984. The purpose of the assessment was to identify potential issues for evaluation, assess the quality and reliability of existing data for evaluation purposes, and design a program of evaluation of key issues. At the same time, the study provided preliminary observations on achievements of the program and lessons learned for potential application elsewhere in the department or the government in general.

Aspects Not Requiring Formal Evaluation

As outlined in the assessment report, there are a number of program design and delivery features deemed by the consultants to be satisfactory - thereby rendering further formal evaluation unnecessary. Key observations include:

- despite some concerns over the introduction of a program with a major employment creation emphasis and relying extensively on local direct-action projects, the Environment 2000 program is entirely consistent with, and supportive of, the broader environmental mandate of the department; the inclusion of criteria for targeted employment creation is not inconsistent with the use of a wide range of federal social, economic and services-to-government programs to achieve government economic and employment development goals

- the three program objectives (environmental conservation, employment creation, and public awareness of environmental issues) were well articulated and were clearly and consistently communicated in all aspects of program formulation and project delivery

- the design and organization of the program, relying on a range of local and regional projects through either third-party sponsor or direct-hire arrangements, have proven to be appropriate and effective in acnieving program objectives; the consultants were impressed with the fact that such a large-scale national program with multiple objectives was planned, organized and delivered in a relatively short time

- the use of a combination of third-party sponsorship and direct-hire by Environment Canada services has proven to be an effective delivery arrangement which makes the best of two worlds: the third-party sponsored projects draw upon local resources, experience, knowledge and commitment in addressing environmental issues of local or regional priority, while the direct-hire projects utilize in-house expertise in addressing environmental research, awareness and action issues deemed by Environment Canada to be of significant national or regional priority

- adequate safeguards were taken to ensure that projects selected for approval by the Minister were technically sound from an environmental point of view and were manageable and achievable within the time and budgetary guidelines established for the program; project tasks, outputs and budgets were well stated and communicated

- interim project summaries and program reports indicate that most projects were successful in completing the assigned tasks and outputs on time and within budget; the direct environmental outputs of the projects were consistent with program and project objectives, as were specific targets for short-term employment creation for targeted groups (the longer-term and sustained impacts and effects are not known)

- departmental staff and third-party sponsors who participated in the project were almost universally supportive of the program and felt that the results were worth the effort and that certain spin-off benefits (eg. improved interaction between Environment Canada staff and local conservation interest groups and experts) were achieved; the views of worker participants are not known since no follow-up survey has been undertaken.

IT WOULD BE MORE APPROPRIATE THAT THE FINAL RESULTS (i.e. TASK OUTPUTS AND ACCOMPLISHMENTS) AND RELATED COSTS SHOULD BE DETERMINED AND VERIFIED THROUGH A SIMPLE PROGRAM SUMMARY AND AUDIT PROCESS.

Issues and Concerns

In the course of the evaluation assessment study, a number of specific problems and concerns about the design, delivery and implementation of the program were raised:

- although the three individual program objectives were clearly and consistently communicated, there was considerable uncertainty on the relative emphasis to be placed on each of the three objectives; in general, greater priority was attached to direct-action environmental conservation projects compared to environmental awareness initiatives; similarly, there was a high proportion of simple environmental works projects (e.g. trail and brush clearing) which seem to lend themselves to short-term employment creation objectives

- although the stated purpose and rationale for the program was on longer-term environmental concerns, little emphasis was placed on planning and selecting projects which maximized long-term and sustainable impacts and effects (this is a central evaluation issue, outined below)

- although a relatively rich range of projects was developed for consideration and approval, the previous Minister demonstrated a preference for outdoors environmental works projects in general, and forestry projects in particular; some potentially valuable and perhaps equally worthy research and demonstration projects were not approved

- contrary to Treasury Board guidelines for the program, some projects (e.g. Parks Canada trail clearing; AES facilities repair) provided services which should normally be funded out of "A-base" programs

- due to inadequate time for advance planning, no broad strategies or specific priority projects were predetermined by the department to ensure that environmental threats and opportunities of greatest priority were addressed by the program

- due to limited staff resources and absence of a longer-term timeframe for the program, relatively little emphasis was placed on monitoring and following-up on approved projects, and on attempting to assess impacts and effects over the longer term

- Environment 2000-related staff felt that Canada Employment Centres were not sufficiently active or creative in addressing the special employment objectives for under-represented groups; they were reported to be frequently reluctant to recommend women to non-traditional jobs and did not play a sufficiently strong supportive role in Native employment

Evaluation Options and Approach

The evaluation assessment study noted that the central issue which might form the subject of a formal evaluation deals with the longer-term and sustainable impacts and effects of the program in each of the three major areas (i.e. environmental conservation and renewal; employment creation and enhancement of employability; and enhancement of public awareness and sensitivity to environmental issues and concerns). The study provides a conceptual framework describing definitions and indicators of "longer-term" and "sustainable" impacts and effects in each of the three areas. IF THE PROGRAM HAD BEEN EXTENDED, A FORMAL EVALUATION WOULD BE USEFUL TO DETERMINE IF THE PROGRAM HAD ANY LASTING AND BENEFICIAL EFFECTS OVER THE LONGER TERM, AS OPPOSED TO MERELY PROVIDING SHORT-TERM AMELIORATIVE SUPPORT WHICH MIGHT NORMALLY BE PROVIDED THROUGH SERVICES OF LOCAL AUTHORITIES, PROVINCIAL GOVERNMENTS AND/OR FEDERAL "A-BASE" PROGRAMS. A true formal evaluation will not be possible or practical for the following reasons:

- the program objectives did not specifically indicate the need for projects to address longer-term impacts and effects

- there was inadequate time and opportunity to gather baseline information on extant conditions prior to project commencement (hence, it will be impossible to measure pre and post-project effects)

- the development of specific evaluation criteria and indicators for the many and varied projects would be technically difficult and costly to develop

- measurement and assessment of longer-term impacts and effects would require monitoring of results over the next several years, including such activities as site-visits to inspect site conditions; follow-up interviews and surveys of participants to determine employment success; and surveying of public attitudes, knowledge and behaviour on environmental issues

- it will be technically challenging (if not impossible) to establish an evaluation methodology which adequately controls for the additional impacts and effects of external factors over the longer term such as government policies, economic conditions and circumstances, natural environmental conditions, etc.

IN LIGHT OF THE DISCONTINUATION OF THE PROGRAM, A FORMAL EVALUATION WOULD NOT BE COST-EFFECTIVE. THE ASSESSMENT STUDY RECOMMENDS AN APPROACH TO EVALUATION WHICH FOCUSES ON DETERMINING THE PROBABILITY OF SUCCESSFUL ATTAINMENT OF LONGER-TERM IMPACTS AND EFFECTS TAKING INTO ACCOUNT THE STRUCTURES AND PROCESSES PUT IN PLACE BY THE PROGRAM. Using a predictive model (the framework of which is provided in the assessment study), evaluators might be able to form basic conclusions and assumptions about the likelihood of attainment of certain longer-term and sustainable impacts and effects by examining more closely the design, delivery and implementation of projects within the program.

Lessons Learned

On the basis of their examination of more than 25 background documents and detailed interviews with approximately 50 program managers at headquarters and in various services of the department within the regions, the consultants have formed preliminary observations and recommendations for improved program design and delivery within Environment Canada.

- the use of contribution arrangements for sponsoring of locally-generated works projects should be continued so as to maximize local involvement, awareness and support

- pre-planning work should focus on the establishment of specific priorities and objectives for the program so as to ensure that a core group of projects address issues, concerns and opportunities deemed by professionals and experts within the environmental field to be of national, regional or local priority

- program objectives and project selection criteria should address the longer-term and sustainable impacts and effects of the program, as opposed to merely the short-term achievement of specified tasks and outputs

- adequate resources should be assigned to ensure proper and complete technical and managerial monitoring and follow-up at all stages of the projects to ensure full compliance with the broader and longer-term objectives, and to gather insights into potential future improvements

- ministerial discretion in project selection is a recognized and valued reality; however, more attention might be given to providing mechanisms to consider and approve the proportion of projects deemed worthy by environmental experts and professionals within the department or in appropriate environmental associations, organizations and groups.

- extant conditions prior to project commencement should be measured in a format suitable for subsequent monitoring and evaluation, so that the longer-term changes, impacts and results of each project can be more accurately and completely measured (this includes gathering information on: physical conditions on-site; education and employment characteristics and aspirations of participants; and knowledge, awareness and behaviour of key participants and the public with respect to environmental issues and circumstances)

- greater advance planning and cooperation with Canada Employment and Immigration Commission is required to better target recruitment and referral services in support of employment objectives and targets

EVALUATION ASSESSMENT REPORT:
ENVIRONMENT 2000 PROGRAM

Prepared by
J. Phillip Nicholson
Policy & Management Consultants Inc. (Ottawa)

For:
Evaluation Branch
ENVIRONMENT CANADA

FINAL REPORT
December 13, 1984

I INTRODUCTION

A. Purpose and Contents of Report

This report contains the observations and conclusions of J. Phillip Nicholson Policy and Management Consultants Inc. (Ottawa) with respect to an evaluation framework/assessment of the Environment 2000 Program of ENVIRONMENT CANADA. The evaluation assessment was carried out at the request of the Evaluation Branch of Environment Canada in accordance with the terms of reference outlined in a Request for Proposal for a Framework/Assessment of Environment 2000 Program dated June 13, 1984 (see Appendix 1, attached).

B. Object of Evaluation Assessment

The specific objects of the assessment study of the Environment 2000 Program were to:

1. Identify and define evaluation issues (i.e. factors, issues and concerns which warrant investigation, analysis and evaluation through a formal evaluation process, and focusing on specific questions under the following general concerns:

    - overall rationale and relevance of the program and its sub-elements

    - appropriateness of program design and delivery mechanisms

    - probable effectiveness of the program in meeting explicit and implicit objectives (taking into account the design and implementation of the program)

    - probable intended and unintended program impacts, effects and consequences (taking into account program activities and delivery vehicles)

2. Identify and assess data required to carry out a formal evaluation, including an assessment of the usefulness of the data for evaluation purposes, with respect to the following considerations:

   - availability of data (format, timeliness and degree of difficulty/cost in obtaining and tabulating the data for evaluation purposes)

   - quality, accuracy and reliability of data

   - consistency of data from one jurisdiction to another and over time (i.e. suitability for comparative analysis)

3. Identify and assess potential evaluation approaches, taking into account:

   - specific objectives and desired output of each evaluation element

   - appropriate indicators and units of measure to be used in the evaluation

   - available data (qualitative and quantitative) for the evaluation

   - appropriate techniques and methods for evaluation (including options for collecting, tabulating and analyzing evaluation data)

   - potential costs and optimum timing of evaluation approaches

4. Identify lessons learned for potential application elsewhere in the department or the government in general.

C. Scope of Evaluation Assessment

The evaluation assessment addressed all major aspects of the Environment 2000 Program. In addition to the substantive objectives of the program, the assessment examined the general design, administration and implementation of the program at departmental headquarters and at the regional level. The assessment, however, is a program evaluation assessment and not an individual project evaluation assessment study. Consideration has been given to individual project evaluations only as a potential tool for sampling and testing the general effectiveness or efficiency of the program as a whole.

D. Concurrent Activities and Events

While the evaluation assessment of the Environment 2000 program was being carried out by Nicholson Consultants, several other relevant events took place.

- an Evaluation of Personnel Policies and Procedures of the Environment 2000 Program was conducted by the Planning, Employment and Development Branch (Personnel Directorate) of Environment Canada

- a survey of project sponsors participating in Environment 2000 was conducted by program staff, results of which are summarized in an internal paper entitled Report on the Survey of Environment 2000 Sponsors (September 1984)

- following the September elections and the appointment of a new Minister of the Environment, together with the establishment of new priorities and directions for federal programs as outlined in the Speech From The Throne, the scope of the evaluation assessment of the Environment 2000 program was modified so as to provide senior management and the Minister with a more immediate indication of the relevance and effectiveness of the program and of lessons learned for potential application in other program areas

E. Study Team and Approach

The evaluation assessment was carried out by a team of four consultants with collective expertise and experience in formal program evaluations, environmental policy planning, public communication and economic & employment development.

The qualifications of the study team members are indicated in the attached biographical summaries (see Appendix 2).

The assessment commenced July 9, 1984. Since that time, the consultants have interviewed close to fifty program managers at Environment Canada headquarters and in the regions, covering a representative sample of functions and program service areas. In addition, the consultants have reviewed approximately 25 background source documents and interim program and project reports which provide an indication of both program outputs and effects as well as current and future data sources (see Appendix 3 for a list of persons interviewed and Appendix 4 for a list of background documents and data systems examined).

The evaluation assessment addressed four broad areas of concern:

- program administration
- environmental impact and resource management objectives
- employment generation and skill development objectives
- public communication, awareness and participation objectives

Appendix 5 provides a more detailed listing of the question/analysis framework used in both the consultations/interviews and the examination of program documentation.

F. Limitations on Evaluability of Environment 2000 Program

Several factors limit the scope, feasibility and practicality of carrying out a formal and comprehensive evaluation of the Environment 2000 Program at the present time or even in the future:

- Many of the projects are still in their implementation phases or have only recently been completed. It will be several months before final data are collected regarding project activities, outputs, milestone achievements and related expenditures. These data then need to be organized and tabulated in a format suitable for evaluation (i.e. clustering data by program service area, type of project, project objectives, delivery vehicle, etc.).

- The range of projects is varied and complex, and many projects require highly sophisticated evaluation criteria and techniques which would need to be developed by appropriate environmental experts. This would be a time-consuming and costly task if carried out in a comprehensive manner. For example, evaluation of the full environmental impacts and effects of stream clearing activities, or of the contribution of certain research projects to the environmental disciplines, would require the development of specific indicators and evaluation methodologies.

- Many of the projects (e.g. forest thinning and reforestation projects) can only be assessed over the very long-term, and require regular monitoring and data gathering at the project site.

- In most cases, little or no attention was given to obtaining the baseline data on existing conditions prior to commencement of projects. (In most cases, this was limited by lack of time for advance planning, research and data gathering.) This, therefore, makes it virtually impossible to measure downstream conditions and effects, let alone attribute positive or negative results to the Environment 2000 program.

In light of the above limitations, the focus of the evaluation assessment has been on attempting to assess and forecast the probability of program impacts and effects based on an analysis of the design of the program and an assessment of how the program has been implemented. This eliminates the need to gather and analyze data over the longer term on the actual impacts and effects of a representative sample of each kind of project. Instead, it allows a reasonable evaluation to be carried out by examination of the program's structure and processes (e.g. program organization, project selection and priority-ranking criteria, project terms of reference, project tasks and outputs, project and program monitoring and control processes, etc.) to assess how appropriate they were and how likely they were to contribute to successful achievement of program and project objectives. These data are relatively accessible; program and project records provide data on program guidelines, processes, tasks, outputs and expenditures, while interviews with (or surveys of) participants could provide additional qualitative information on the effectiveness and relevence of program activities, criteria and processes.

In carrying out the assessment of the probable program impacts and effects, the greatest attention was placed on the sustainable and long-lasting impacts and effects of the program. A description of the concept of "sustainability" with respect to the program's objectives is provided in the assessment section of this report. It was recognized that the evaluation of the program from the point of view of achievement of specific activities and milestones - e.g. completion of specified project tasks within approved timeframes and budgets - is for the most part entirely feasible. However, evidence of the mere achievement of project tasks and activities does not provide managers with a sense of the substantial impacts and effects of the program.

II COMPONENT PROFILE: ENVIRONMENT 2000 PROGRAM

A. Mandate, Objectives & Resources

Environment 2000 was established following approval by Cabinet in December, 1983 of a $400 million federal employment strategy. The Environment 2000 program's specific objectives, as part of that strategy, were to:

- extend and accelerate activities which will contribute to the conservation, preservation and restoration of the natural environment
- employ youth and older workers
- raise the level of public awareness of the need for conservation

The program was designed to support the four on-going objectives pursued by Environment Canada (environmental quality; resource conservation, enhancement and wide use; adaptation of human activities to the environment; and protection and use of Canada's natural and cultural heritage), while also contributing to the government's broader objectives of increasing work experience and productive employment opportunities for Canadian young people aged 16 to 24, and workers over 50 years of age.

The program was approved by the Treasury Board in January, 1984 for implementation in fiscal year 1984/85. The initial funding of $35 million was augmented by an additional $15 million granted by Treasury Board in May, 1984, for a total of $50 million.

Although the primary thrust of the program was to be on environmental conservation and awareness initiatives, the employment criteria were a central and necessary aspect of all projects to be approved by the program. Specific elements of the employment criteria included:

- providing approximately 7750 20-week periods of employment, of which 90% are for youth and 10% for older Canadians (involving approximately 850 projects across the country)

- ensuring that a significant number of under-represented groups are employed in the program (e.g. women, Native people and disabled persons)

A major provision attached to program approval was that approved projects would not create a dependency for ongoing resource funding which cannot be met subsequent to project completion. Similarly, the program was intended to complement, but not to replace, existing "A-base" programs and services of Environment Canada.

As reflected in the name Environment 2000, the program was intended to have long-term benefits - especially in the areas of environmental conservation and environmental awareness.

B. Program Design and Management Framework

The program design focused on providing financial and some technical support to projects in local municipalities and regions across Canada intended to support the three program objectives of: environmental conservation; employment; and environmental awareness. Projects within the scope of Environment 2000 consist of two broad categories:

- Third Party sponsored projects
- Direct-Hire by Environment Canada projects

Third party sponsored projects are recommended and coordinated by the Canadian Forestry Service (CFS)(in the case of all forestry projects) or through the offices of the Regional Directors General (in the case of all other non-forestry sponsored projects). Job referrals for persons employed in sponsored projects are made through Canada Employment Centres (CECs) or Canada Employment Centres for Students (CECSs).

The direct-hire projects are delivered through the various Environment Canada services, including Parks Canada, the Atmospheric Environment Service (AES), the Environmental Protection Service (EPS) and the Environmental Conservation Service (ECS), the latter of which includes Inland Waters, Lands Directorate and the Canadian Wildlife Service (CWS). As with the sponsored projects, direct-hire job referrals are from CECs or CECSs.

Both sponsored and direct-hire projects provide a wide range of environment-oriented employment opportunities. While most jobs consist of physical, out-of-doors work, some include indoor, desk-type work of a research or analytic nature. Both categories encompass a range of skills from no special skills to some scientific, technical and/or media skills.

The out-of-doors projects include forest renewal; restoration of rivers, streams and lake beds; public education; improvement of controlled public access to natural habitats; and gathering of field data on wildlife species, toxic chemicals, etc. Indoor projects provide work such as resource inventory and classification, mapping, news clipping updates, public awareness and education, and others.

All projects provide up to 20-week periods of employment for young people (16-24 years) and older people (50 years and over). Special target groups include women, Native people and disabled persons.

The following pie graphs illustrate the allocation of program resources for sponsored and direct-hire projects as well as general program administration. As shown in figure 1, almost half of all funds were devoted to sponsored forestry projects, and an additional 30 per cent to other sponsored projects. Approximately 15 per cent was devoted to direct-hire projects, while only 7 per cent was required for program administration purposes. Figure 2 indicates the distribution of direct-hire funds by Environment Canada services.

Parks Canada was the most active in the direct-hire element, accounting for more than one half of the direct-hire funds. The Environmental Conservation Service (ECS) was also a significant participant - accounting for slightly less than one third of direct-hire expenditures. The Atmospheric Environment Service (AES), Environmental Protection Service (EPS) and departmental Information Service and other miscellaneous branches were also active participants - though combined accounted for less than half of Parks Canada's share.

FIGURE 1
ENVIRONMENT 2000 PROGRAM:
FORECAST EXPENDITURES TO YEAR-END 1984/85
($s 1984/85)

TOTAL: $43,893 k (100%)

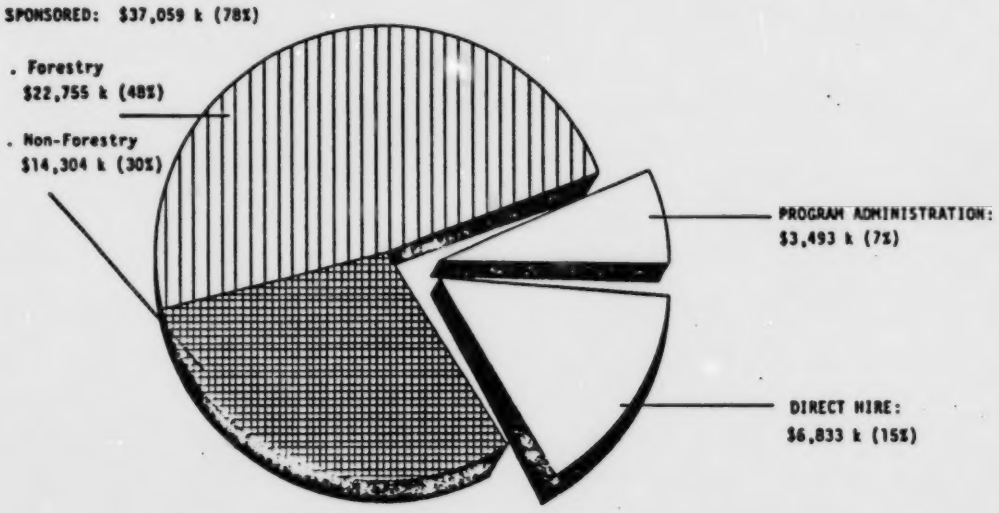
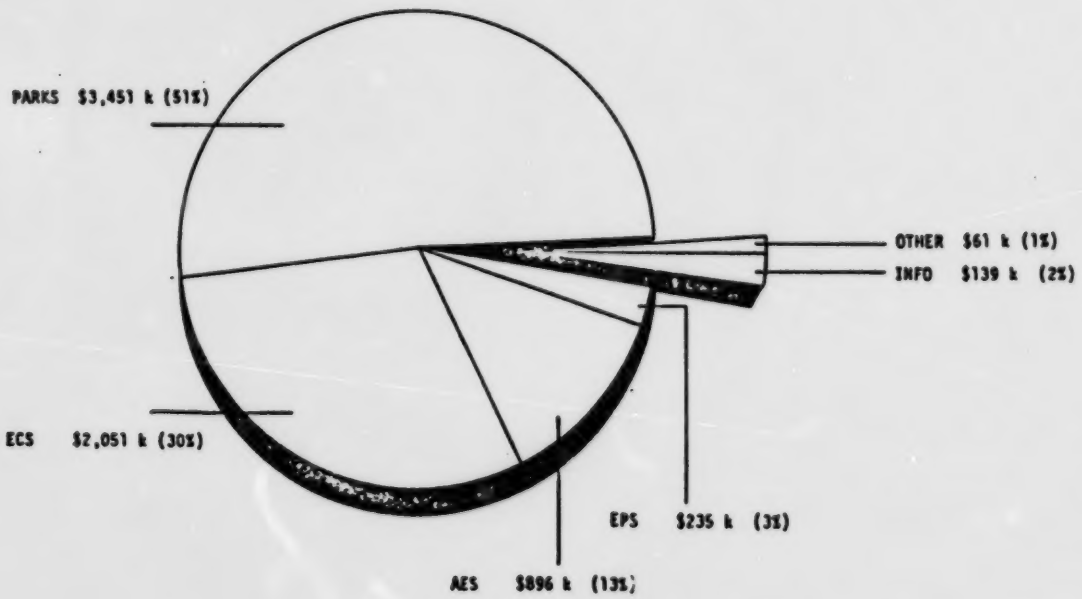


FIGURE 2
DIRECT HIRE ELEMENT OF ENVIRONMENT 2000 PROGRAM
FORECAST EXPENDITURES TO YEAR-END 1984/85
(excluding program administration)

TOTAL: $6,833 k (100%)



C. Program Activities & Outputs

As illustrated in the following Logic Model of the Environment 2000 program, the three basic objectives of the Environment 2000 program can be seen to be supported and implemented by five major kinds of activities. (NOTE: The logic model was developed by the evaluation consultants as a conceptual tool to understand the program design.) Three of these relate to the funding of either third party sponsor or direct-hire projects. These projects comprise the primary activities of the program. They are supported by two additional activities involving technical support provided by Environment Canada program staff or sponsors and other experienced individuals participating in the program.

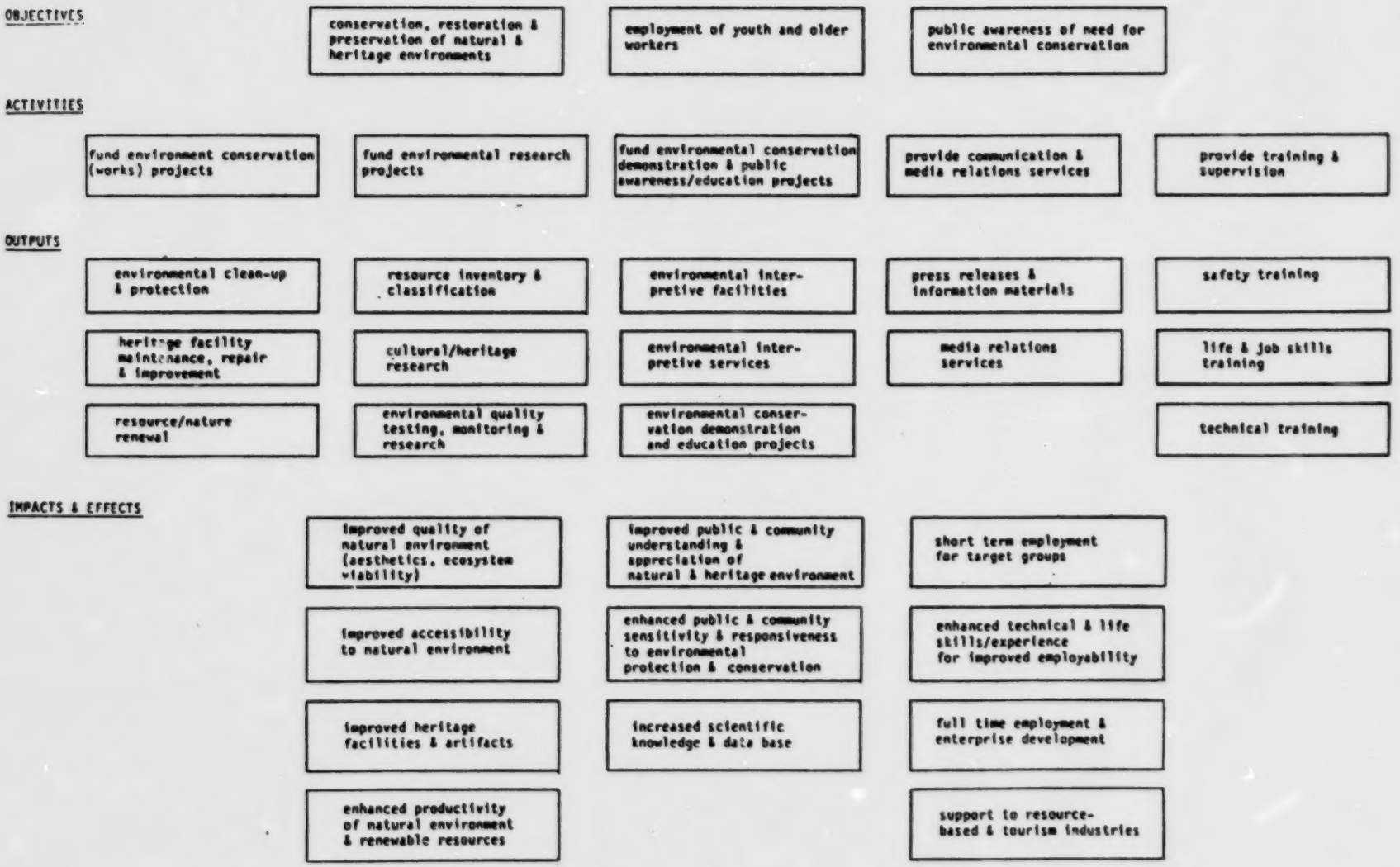
The funding activities focus on the following three areas:

- Environment conservation projects (i.e. works projects on-site designed to directly impact on the physical environment). The projects would have direct outputs such as environmental clean up and protection (e.g. removal of waste and/or toxic substances); improvement of heritage facilities (e.g. upgrading or restoration of Parks Canada historic sites and monuments or park grounds); and/or resource and nature renewal (e.g. reforestation, spawning ground improvement, etc.).

- Environmental research projects. These would have direct outputs such as the research and preparation of resource inventories and/or classification systems and data banks; preparation of research papers and materials on cultural and heritage topics; and/or field and/or laboratory testing, monitoring and research of environmental conditions and environmental phenomena.

- Environmental conservation demonstration and public awareness/education projects. These would have direct outputs such as the establishment of interpretative facilities dealing with environmental issues or phenomena (e.g. interpretation booths and supporting materials); environmental interpretative services (e.g. special awareness and

FIGURE 3: EVALUATION LOGIC MODEL: ENVIRONMENT 2000 PROGRAM


OBJECTIVES
conservation, restoration & preservation of natural & heritage environments
employment of youth and older workers
public awareness of need for environmental conservation
ACTIVITIES
fund environment conservation (works) projects
fund environmental research projects
fund environmental conservation demonstration & public awareness/education projects
provide communication & media relations services
provide training & supervision
OUTPUTS
environmental clean-up & protection
resource inventory & classification
environmental interpretive facilities
press releases & information materials
safety training
heritage facility maintenance, repair & improvement
cultural/heritage research
environmental interpretive services
media relations services
life & job skills training
resource/nature renewal
environmental quality testing, monitoring & research
environmental conservation demonstration and education projects
technical training
IMPACTS & EFFECTS
improved quality of natural environment (aesthetics, ecosystem viability)
improved public & community understanding & appreciation of natural & heritage environment
short term employment for target groups
improved accessibility to natural environment
enhanced public & community sensitivity & responsiveness to environmental protection & conservation
enhanced technical & life skills/experience for improved employability
improved heritage facilities & artifacts
increased scientific knowledge & data base
full time employment & enterprise development
enhanced productivity of natural environment & renewable resources
support to resource-based & tourism industries

orientation services and events at Parks Canada facilities or in local nature areas); and/or environmental conservation demonstration and education projects (e.g. local information programs or demonstration projects on such topics as recycling of waste materials, pollution control, and wildlife conservation).

The technical support activities are in two areas:

- Communications and media relations services, with direct outputs consisting of press releases & information materials as well as media relations services, all of which are designed to promote public awareness of the Environment 2000 program and of specific individual projects across the country.

- Training and supervision, with direct outputs consisting of safety training (e.g. use of chain saws and heavy equipment), life and job skills training (e.g. project management, team work, work planning, etc.) and technical training in the environmental sciences (e.g. field testing and monitoring, laboratory research and development, and specialized research and analysis methodologies).

The following tables (figures 4 and 5) show the approximate allocation of both sponsored and direct-hire project funds (estimated expenditure to year-end, 1984/85) by type of activity (research, public awareness, conservation works) and subject matter (forestry, wildlife, etc.).

As shown in figure 4, direct conservation works accounted for an overwhelming majority of total sponsored project funds - almost 90%, the vast majority of which were devoted to forestry projects. Parks and water-related works projects constituted the only other significant concentrations of sponsored project expenditures.

FIGURE 4

SPONSORED PROJECTS:

APPROXIMATE DISTRIBUTION OF FORECAST EXPENDITURES TO YEAR-END 1984/85 BY TYPE OF ACTIVITY AND SUBJECT MATTER

	Type of Activity			
Subject Matter	Research	Public Awareness*	Works	TOTAL
Forestry	3%	1%	57%	61%
Parks	<1%	< 1%	12%	13%
Wildlife	3%	2%	4%	9%
Water	1%	< 1%	12%	13%
Air	0%	< 1%	<1%	< 1%
Land	<1%	< 1%	2%	2%
Recycling	<1%	< 1%	1%	2%
TOTAL	8%	4%	88%	100%

* This includes only projects specifically and exclusively intended for public awareness purposes (e.g. education or demonstration projects). More general public awareness was also generated through works projects at the community and regional levels.

As indicated in figure 5, direct-hire projects were more diverse in nature than sponsored projects. None were related to forestry; instead, the most significant concentration was in the area of parks-related works projects, which accounted for slightly more than one third of direct-hire funds. Research activities accounted for more than one quarter of direct-hire expenditures - especially in the fields of wildlife and water, while specific public awareness and demonstration projects accounted for almost one fifth of direct-hire expenditures.

FIGURE 5

DIRECT-HIRE PROJECTS

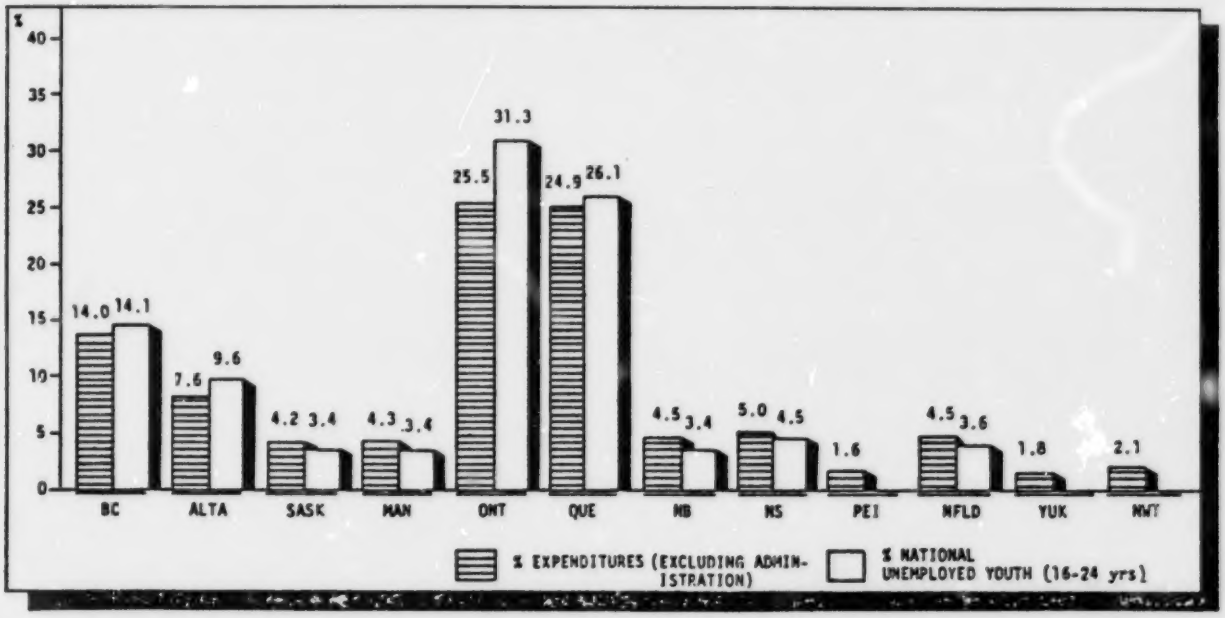
APPROXIMATE DISTRIBUTION OF FORECAST EXPENDITURES TO YEAR-END 1984/85 BY TYPE OF ACTIVITY AND SUBJECT MATTER

	Type of Activity			
Subject Matter	Research	Public Awareness*	Works	TOTAL
Forestry	0%	0%	0%	0%
Parks	3%	13%	34%	50%
Wildlife	11%	1%	4%	16%
Water	10%	0%	6%	16%
Air	3%	0%	9%	12%
Land	0%	0%	0%	0%
Recycling	0%	3%	0%	3%
Information	0%	2%	0%	2%
Other	0%	0%	1%	1%
TOTAL	27%	19%	54%	100%

* This includes only projects specifically and exclusively intended for public awareness purposes (e.g. education or demonstration projects). More general public awareness was also generated through works projects at the community and regional levels.

The bar graph (figure 6) shows the distribution of forecast program expenditures by province and territory, compared to each province or territory's share of the total unemployed youth population in Canada. The distribution of funds closely matches the magnitude and distribution of youth unemployment from province to province.

FIGURE 6:
ENVIRONMENT 2000 PROGRAM:
DISTRIBUTION OF FORECAST EXPENDITURES TO YEAR-END 1984/85,
COMPARED TO DISTRIBUTION OF YOUTH UNEMPLOYMENT



D. Program Impacts and Effects

Consistent with the three broad objectives of the program, the impacts and effects of the Environment 2000 program can be seen to fall into three categories (NOTE: These include actual and potential intended impacts and effects):

- environmental impacts and effects
- employment impacts and effects
- public awareness impacts and effects

The environmental impacts and effects include the following:

- improvement and enhancement of the quality and appearance of the natural environment, including the removal of ecological hazards and unsightly visual pollutants

- improved accessibility to the natural environment, including construction, upgrading and/or maintenance of pathways and related signage systems

- improved heritage facilities and artifacts, including restoration, maintenance and repair of heritage sites and amenities

- enhanced productivity of the natural environment and of renewable resources, including care and improvement of forest stands and fish & wildlife habitats

The employment impacts and effects include the following:

- creation of meaningful short-term employment for target groups

- enhancement of the employability of participating workers through enhanced technical and life skills as well as relevant job experience

- initiation of full-time employment and enterprise development opportunities as a lasting spin-off

- contribution to resource-based and tourism industries through improved accessibility of natural and heritage amenities and through enhanced productivity of renewable resource bases

Public awareness impacts and effects include the following:

- improvement of public and community awareness, understanding and appreciation of the nature and importance of Canada's natural and heritage environments, and of the relationships between human activities and the qual of the natural environment

- enhanced public and community sensitivity and responsiveness to the goals, issues and concerns of environmental protection and environmental conservation

- increased scientific and public knowledge of environmental conditions, trends and phenomena and expansion/improvement of related analytic frameworks and data bases, (and related dat bases) contributing to improved awareness of the value and importance of Canada's natural and heritage environments and of related threats and opportunities

III ANALYSIS OF PROGRAM AND IMPLEMENTATION

Based on an analysis of the background documentation to the program and an assessment of the program's design and implementation, supported by extensive consultations at the headquarters and field levels, the following analysis highlights preliminary observations and conclusions of the overall relevance and probable effectiveness of the Environment 2000 program. This analysis serves to screen out factors and issues which do not appear to warrant further or more formal evaluation. At the same time, it highlights a central evaluation issue, namely: what are the probable long-term, sustained impacts and effects with respect to each of the program's objectives (i.e. environmental conservation, employment development, and environmental awareness)? This issue of sustained effects is addressed more fully and extensively in section IV of this report: CENTRAL EVALUATION ISSUES.

A. Program Mandate

Although a few managers participating in the Environment 2000 program talked in questioning tones about the rationale and relevance of such a program within Environment Canada's broader mandate, their concerns are not borne out by the facts. The central environmental conservation and environmental awareness thrusts fall squarely within the broader mandate of the department as expressed, for example, in the description of program objectives in the Main Estimates (see Appendix 6: Environment Canada's Program Objectives). The major difference between the Environment 2000 program and other programs of the department in the areas of environmental conservation and environmental awareness (and the features which were questioned by a few managers), are that:

- the Environment 2000 program includes works projects at the local community and regional levels

- there is a heavy emphasis on short-term employment creation, especially for the identified target groups

The utilization of comunity-based works projects, however, is not inconsistent with the broader mandate of the department. In fact, it can be seen to be a useful alternative instrument for achievement of the department's broader objectives.

The emphasis on achievement of specific employment objectives is also not excluded from any federal department's mandate, although it would be inconsistent with Environment Canada's primary objectives if the employment objectives were to be established as the central driving thrust of the program without appropriate regard for meaningful environmental objectives and concerns. From Environment Canada's point of view, the employment strategy funds, with attendent job-creation conditions and criteria, were a convenient vehicle for the achievement of certain environmental conservation and awareness objectives.

At the program level in general, the consultants found no significant evidence to suggest that the program was being implemented exclusively or almost exclusively as a job creation program (in which case it would fall outside the mandate of the department). In a handful of cases, however, it was evident that the relative importance of the job creation objectives compared to environmental conservation and/or environmental awareness objectives was significantly high. In the case of these "borderline" projects it might be argued by some that the frontiers of the department's mandate were being tested. However, the consultants FIND NO COMPELLING REASONS TO CARRY OUT A FURTHER EVALUATION OR TESTING OF THE MANDATE of the department to sponsor and deliver a program such as Environment 2000 which has a blending of environmental and job creation objectives through direct action projects.

B. Program Objectives

The three individual objectives of the program were, in the judgement of the consultants, clearly stated and unambiguous, and were well communicated throughout the program at all levels (headquarters, regions, participating branches and services, and project sponsors). Considerable effort was made, through the use of briefing papers, guidebooks and program instruction

manuals, to communicate the objectives to all participants, together with relevant examples of eligible projects and activities. Written instructions and related supporting materials were consistently clear in communicating the three primary objectives of the program. It was therefore logical to assume that the vast majority of projects and activities would be consistent with the specific stated objectives. Indeed, examination of interim project reports and documentation indicates a strong degree of consistency and conformity to the program objectives.

There are, however, some limitations to the objectives as formulated and communicated. First, although the three individual objectives were clearly stated, there were no clear indications of the appropriate balance and relative importance of each of the three objectives either for individual projects or at the global program level. In other words, there were no clear objectives on the weighting and importance to be attached to each when implemented collectively. As a result, it is likely that the projects will reflect a great variance in the degree to which they accomplished one or the other of the objectives (i.e. the proportionate balance of support given to each objective). This is particularly critical with respect to the relative emphasis placed on direct environmental conservation compared to public awareness and education on environmental issues (by definition, all projects contributed to basic employment objectives).

A second issue relates to the lack of specificity and emphasis given to the short-term versus long-term objectives of the program. Although the name of the program suggests a long-term view (i.e. to the end of the century), and although some of the background material describing the objectives of the program focused on longer-term impacts and effects, relatively little attention was paid to providing more specific explanation and guidance of longer-term applications of the objectives. The stated objectives were not clear with respect to the time frame over which results and effects should be measured. (i.e. Should the environmental objectives focus on immediate remedial tasks for achievement of short-term objectives, or should they focus on long-term, sustained or sustainable impacts and effects?) As A CONSEQUENCE, IT IS LIKELY THAT A NUMBER OF THE PROJECTS WILL HAVE FOCUSED ON

SHORTER-TERM ACTIVITIES WHICH ARE PERHAPS EASIER TO DEFINE, ORGANIZE AND IMPLEMENT, RATHER THAN LONGER-TERM PROJECTS WHICH RESULT IN ON-GOING OR LASTING CHANGES TO THE ENVIRONMENT AND/OR TO PUBLIC ATTITUDES AND/OR TO THE EMPLOYMENT AND EMPLOYABILITY OF PARTICIPATING WORKERS. (This is a central evaluation issue which is addressed under the theme of "sustained impacts", as outlined in the following section of this report).

C. Program Planning

From the initial conceptual development of the Environment 2000 program in the fall of 1983 to the approval and implementation of the program in the spring of 1984, there was little time and opportunity for advance planning and program development work. Despite this limitation, the successful launching of the program on schedule at the beginning of the fiscal year 1984/85 is an indication of the quality of the advance planning and coordination which obviously took place. In the judgement of the consultants, the achievements are impressive in view of the following factors:

- the program is large (almost $50 million) and is national in scope, requiring planning and coordination of a large number of departmental managers in the various services of the department and at various levels across the country

- the program is innovative from Environment Canada's point of view in two senses:

    - it introduces new approaches to Environment Canada for the achievement of environmental conservation and environmental awareness objectives (i.e. use of works projects at the local and regional levels)

    - it introduces major new requirements for the achievement of specific employment objectives while contributing to the environmental conservation and awareness objectives

The major concerns with respect to the planning focus on the lack of attention in determining specific goals and specific priorities for project selection and approval at the national and regional levels. The majority of departmental managers interviewed expressed concerns that, although approved projects were relevant, they may not have reflected the highest priorities and concerns of the department or of Canadians. There was no opportunity to conduct advance planning to establish specific goals or priorities to ensure that the program addressed major areas of concern with respect to environmental conservation and/or environmental awareness. Instead, projects had to be developed and approved quickly with relatively little consideration given to how well they conformed to other explicit or implicit priorities. However, even those managers most critical of the lack of time and opportunity for planning were quick to recognize that the realities of the situation dictated expeditious implementation of the program at the expense of comprehensive advance planning. Attention was therefore focused on establishment of criteria for ensuring that selected and approved projects met basic standards and were consistent with the central objectives of the program.

THE ISSUE OF PLANNING NEED NOT BE ADDRESSED IN A FORMAL EVALUATION since it is clear that had adequate time been given - especially if the program were to be continued on a regular basis in future years - there would be both the willingness and the opportunity to carry out adequate planning.

It is most likely that the lack of opportunity for advance plannning for implementation of the program will result in a discrepency between the projects which were actually selected and approved and those which might otherwise have been promoted, solicited, selected and approved had there been a predetermined set of priorities reflecting the major environmental threats and opportunities facing Canada. Such a predetermined set of priorities might have been established with more time and opportunity for planning. However, some experienced managers in the department even expressed doubts that more time would have resulted in a more relevant selection of projects. First, they noted that other factors (such as ministerial discretion) influencing the selection of projects. Secondly, they noted the tendency for departmental experts to develop occasionally overly-sophisticated models and criteria for

project selection and design (i.e. reflecting state of the art environmental standards and methodologies), which might in fact have delayed implementation of the program. Finally, the design of the program itself - with a heavy emphasis on locally planned and sponsored projects - was likely a more significant factor determining the range and mix of projects included in the program.

D. Program Design

The design of the Environment 2000 program is consistent with, and supportive of, the primary program objectives. The structuring of works and demonstration projects at the local and regional levels across the country (combining environmental conservation, job creation and environmental awareness initiatives) appears to be a relevant method for achieving the intended results. In the view of the consultants, the scope and range of eligible projects is sufficiently wide to address a broad range of environmental concerns and opportunities, while allowing a high degree of flexibility in response to local and regional priorities, concerns and circumstances.

The major concerns related to the program's design focus on the limitations placed on project participants and project duration and scope. The restrictions on project participants (i.e. targetting primarily to youth 16-24 years) and the focus on 20-week projects, were designed to maximize the employment spin-offs and impacts. This is likely to have had an impact on the kinds of environmental conservation and environmental awareness projects which were developed, approved and implemented and may also affect the quality of results.

The focus on youth workers has the general tendency to bias projects in favour of less well-educated and less experienced participants (especially where there is a shortage of qualified and interested participants in the over-50 years age group to provide experience in project teams). Similarly, the 20-week regulation likely has biased the program in favour of less extensive and sophisticated projects (i.e. it favours projects which can be readily launched, implemented and wrapped-up within the 20-week timeframe).

The net effect of these two program design restrictions may have been to limit the full scope and opportunity for meaningful and valuable environmental conservation and environmental awareness work to be carried out at the local and regional levels. At the same time, however, it is recognized that the employment creation objectives were valid within the context of national and government concerns over bleak employment conditions facing young people in Canada. Thus, IT WOULD NOT BE APPROPRIATE TO CONDUCT A FORMAL EVALUATION OF THE IMPLICATIONS OF LESS RESTRICTIVE PROGRAM GUIDELINES SINCE THE ECONOMIC OBJECTIVES WERE A CABINET-DIRECTED AND NECESSARY ELEMENT OF THE PROGRAM. In fact, it was clearly indicated in the Cabinet and Treasury Board decisions establishing the program that the Environment 2000 program was not to be seen as an alternative to the normal schedule of programs falling within Environment Canada's "A-base". THEREFORE, IT WOULD NOT BE APPROPRIATE TO CONDUCT AN EVALUATION OF THE ENVIRONMENT 2000 APPROACH COMPARED TO NORMAL ENVIRONMENTAL PROGRAM APPROACHES WHICH DO NOT HAVE STRONG SHORT-TERM EMPLOYMENT CREATION OBJECTIVES OR CRITERIA.

Some concerns were expressed over the restrictions which prohibit use of program funds for normal "A-Base" programs. Some services (e.g. Parks Canada and Atmospheric Environment Services) used some funds for maintenance an improvement of facilities. Although this might be interpreted as use for A-Base programs, the services argued that the program supported enriched service to the public which would not otherwise be possible.

Another concern related to the design of the Environment 2000 program centres on the general short-term and indeterminate nature of the program. Established as a component of a broader $400 million employment development program, and funded through supplementary estimates only, the program was created and implemented in an environment of uncertainty concerning its future in subsequent years. This is likely to have affected the scope of projects approved as well as the processes which were put in place for longer-term monitoring, follow-up and evaluation. In fact, the program for 1984/85 alone was introduced in two stages - with an initial allotment of $35 million approved in December 1983 and an additional $15 million approved in May 1984 for expenditure within the same fiscal year. In general, less attention was

paid on systems for project monitoring and follow-up than on scrutiny and approval of project proposals. Virtually no efforts were made to establish the requisite baseline information in advance of project commencement. Nor was there a built-in incentive and opportunity to develop and implement project monitoring and evaluation activities which could be used to assess the longer-term effectiveness of projects (and of the program as a whole) and to guide future project selection, design and implementation strategies. (The shortcomings might have been avoided had adequate time been provided for advance planning, and had a longer timeframe for the program been established in advance.)

E. Delivery Vehicles

The choice and structuring of delivery vehicles for the Environment 2000 program appear, on balance, to be relevant and consistent with the objectives and overall design of the program. The use of a dual mechanism for implementation of the program, namely third-party sponsored projects and direct-hire projects, takes advantage of opportunities in both the external environment and within Environment Canada.

First, the third-party sponsored projects take advantage of local knowledge, commitment and resources to contribute to local and regional needs and priorities. The sense of ownership and commitment which is fostered through such sponsored projects has the effect of contributing to timely design and implementation of projects and maximization of local spin-off benefits (e.g. improved access to local resources and communication contacts). The high degree of enthusiasm and support evidenced by sponsors in their survey responses and the extensive (and almost universally favourable) media coverage evidenced in the survey of the print media, attest to the benefits of local sponsorship and participation in such a program. It is inconceivable that such a wide range of projects addressing specific local environmental issues and concerns could have been implemented as expeditiously and effectively had they been all through direct-hire programs. The utilization of local labour, complemented by the specific knowledge, expertise and experience of sponsoring parties (including environmental and conservation groups, municipalities, civic groups, etc. - all of whom are aware of local conditions, resources and actors) has likely contributed to the success of most sponsored projects.

At the same time, the direct-hire projects have the advantage of being selected, designed and implemented under the direction and control of experts within the department who can provide a broader perspective on targetting projects to national and regional priority areas and issues. They also have the advantage of utilizing departmental experts to provide direct contact with, and supervision of, participating workers in a way which maximizes the learning experience, while ensuring full conformance to appropriate environmental standards and practices in project implementation.

Despite the above merits of the individual program delivery mechanisms, there are some questions and concerns with respect to the overall balance and mix of the two kinds of projects (i.e. sponsored versus direct-hire). In particular, there is some concern that the greater emphasis on sponsored projects may have tended to favour projects in areas and by groups more capable of developing attractive project proposals, whether or not they fully responded to appropriate national or regional priorities. Inherent in this concern is the opinion expressed by some program managers that a number of projects may have been actively encouraged and supported by provincial departments and agencies seeking to have their normal clientele (e.g. conservation authorities) take advantage of available federal funds - thereby reducing demands for normal provincial program funds in similar areas.

On the other hand, there is an equal concern that any increase in direct-hire projects would serve to displace and distract the normal program workload and responsibilities of Environment Canada. A reduction in the proportion of locally-sponsored projects would also diminish the potentially valuable exposure of Environment Canada officials to voluntary and professionals and organizations active in environmental conservation issues in municipalities and regions across Canada.

AN EVALUATION OF THE RELATIVE MERITS OF EACH DELIVERY VEHICLE MIGHT LEAD TO A BETTER UNDERSTANDING OF THE APPROPRIATE BALANCE BETWEEN THE TWO DELIVERY APPROACHES WHICH WOULD BE DESIGNED TO MAXIMIZE THE RESPECTIVE BENEFITS OF EACH APPROACH.

A number of program managers expressed concerns about the support provided by the Canada Employment Centres (CECs) in referring prospective project workers. Some managers felt that the CECs were reluctant to refer women to non-traditional positions (e.g. manual labour). In addition, some managers felt that the CECs were not effective in attracting and referrng Native participants. The greatest successes in Native employment appeared to come when Environment 2000 staff themselves approached Indian communities directly (e.g. via Band Councils) to promote potential projects.

F. Project Selection

With the exception of the problems and concerns cited in the section on planning, above (i.e. lack of pre-determined goals and priorities for project selections), the criteria and processes for project selection are deemed by the consultants to be generally satisfactory. Although there was little time for solicitation and scrutiny of project proposals, managers were consistently confident that project eligibility criteria were clearly communicated and consistently applied. Moreover, managers were virtually unanimous in stating that technical specialists in such fields as forestry, wildlife, heritage conservation, water management etc., were made available to participate in and guide the analysis and selection of projects for approval. This has almost certainly contributed to the consistent selection of technically valid and relevant projects which conform to either implicit or explicit environmental standards and controls. No manager has expressed fundamental concerns that any selected projects were inappropriately conceived or designed or would result in unexpected negative environmental impacts. The project review and selection processes which were put in place (i.e. leading to recommendations to the Minister for final project approval) were deemed adequate to pre-judge the likelihood of projects being not only environmentally relevant, but also practical, manageable and achievable.

The greatest concern with respect to project selection focused on ministerial involvement in the final approval process. There was evidence that the previous minister favoured projects which concentrated on outdoor physical activity in general, and forestry activity in particular (e.g. almost half of all funds were devoted to forestry projects). The result was that a number of

projects deemed equally valid by environmental managers within the department and by potential sponsors across the country (many with extensive experience in and awareness of environmental conservation and protection issues) were not selected for implementation. Due to the short-term nature of the program, there was an inevitable bias toward short-term and remedial initiatives with little lasting impact, at the expense of other potential projects (e.g. basic research and more sophisticated awareness and demonstration projects) which might have contributed more substantially to improved and sustained environmental conservation and awareness over the longer term.

G. Program Activities and Outputs

Preliminary evidence, based upon a combination of interim and final project reports prepared by program managers, suggests that most of the program output targets and project milestones have been, or are being, accomplished. This means that the stated tasks and activities included in the initial project plans are, for the most part, being achieved on time and within budget. (NOTE: This is distinct from achievement of intended impacts and benefits, for which further research and evaluation would be required.) In particular, the program appears to have achieved the basic targets for completion of specific environmental conservation tasks as well as job creation for the targetted groups.

THE ACHIEVEMENT OF SPECIFIC MILESTONE ACHIEVEMENTS - IN PARTICULAR COMPLETION OF CONTRACTED TASKS AND ACHIEVEMENT OF EMPLOYMENT TARGETS FOR UNDER-REPRESENTED GROUPS - WOULD BE MOST APPROPRIATELY EXAMINED THROUGH A FORMAL AUDIT (i.e. as opposed to program evaluation). The existing project and program activity reports and information systems will eventually provide a significant amount of information on the achievement of project tasks and targets. In view of the complex range of projects implemented and the variety of departmental actors and sponsors involved in the program both at headquarters and in the regions, the task of tabulating and assessing final outputs and results will not be easy, however. In many cases, standard forms for reporting on project tasks were modified extensively or replaced altogether by tailor-made reporting forms within each service or region. In

some cases this was introduced out of necessity, while in other cases out of expediency. It will be difficult, but not impossible, to conduct a final audit and assessment of program outputs. More challenging, however, will be evaluating intended and unintended impacts and effects - in particular the longer-term and sustained impacts. These challenges are addressed in the following section of this report (IV CENTRAL EVALUATION ISSUES).

In addition to achievement of specific program outputs, the program appears to have enjoyed the widespread and intense support and enthusiasm of most participants involved. This includes very favourable response from non-government sponsors participating in the program (as evidenced in the replies of approximately 250 sponsors surveyed by the department, using voluntary response forms), as well as most program staff directly involved in both the direct-hire and the sponsored projects (as evidenced by the consultants' interviews with representatives of approximately two-thirds of all service organizations participating in the program at headquarters and in the regions). It is not known what the response of participant workers has been. This could only be determined through a follow-up questionnaire survey and/or focus-group workshop of a sample of participants, which would be a relatively costly exercise.

PRELIMINARY EVIDENCE SUGGESTS, AS WELL, THAT THE AVERAGE COSTS OF EMPLOYMENT CREATION THROUGH THE ENVIRONMENT 2000 PROGRAM (IN THE ORDER OF $15-16,000 PER PERSON/YEAR OF EMPLOYMENT) COMPARE FAVOURABLY TO THOSE EXPERIENCED IN OTHER FEDERAL AND PROVINCIAL WORKS AND EMPLOYMENT-CREATION PROGRAMS. Program results suggest, therefore, that specific policy objectives in a given sector (i.e. environment) can be achieved in such a program without adding to job-creation costs.

IV CENTRAL EVALUATION ISSUES

THE CENTRAL- AND MOST CHALLENGING-EVALUATION ISSUE RELATED TO THE ENVIRONMENT 2000 PROGRAM RELATES TO THE LONG-TERM AND SUSTAINED (OR SUSTAINABLE) IMPACTS AND EFFECTS OF THE PROGRAM. The previous analytic section of this report noted that the overall mandate, objectives, program design, delivery vehicle and activities of the program appear to be relevant, reasonably well structured and consistent with the fundamental objectives of the program. There is little need for a formal evaluation of these elements to be carried out, although a review and audit of final program outputs and expenditures would be useful to verify a number of the observations and conclusions contained in this report.

The challenge remains, however, to predict or anticipate the likely achievement of desired long-term impacts and effects of the program. (The short-term impacts and effects are measured most directly in terms of the achievement of specific tasks and output targets.) The longer-term and more comprehensive impacts and effects can only be measured and appreciated through a more sophisticated evaluation. As indicated in the framework which follows, such a formal evaluation will be both technically challenging and costly to implement. However, it is possible to predict the <u>likely</u> sustainable impacts and effects (as defined below) of the program by examining certain attributes of the program and how it was designed and implemented.

This section of the report provides an analytic framework for assessing the probable long-term and sustainable impacts and effects of the program, with respect to each of its three major objectives:

- environmental conservation
- employment creation
- environmental awareness

The framework provides the following for each of the three objectives above:

a. a definition of sustainability as it relates to the objective

b. indicators of long-term and sustainable impacts and effects

c. relevant evaluation methods and techniques for assessing sustainable impacts and effects

1. Environmental Conservation

a. Definition

The objective of contributing to the conservation, preservation and restoration of the natural environment in a sustained manner over the longer-term would be defined in a manner as follows:

Establishing the processes, mechanisms and initiatives which results in desired environmental effects (conservation, preservation and restoration) over the longer term, free from continued intervention and support of the Environment 2000 program.

The desired effects would be defined as the desired level of environmental quality and protection from environmental hazard and risk consistent with desired levels of social and economic use of the natural environment. (NOTE: "Desired level" would be based on Environment Canada's best judgement, and would reflect federal environmental policies and standards.)

b. Indicators

Indicators of the achievement of the objective of sustained and long-term environmental conservation would include:

- attainment of desired levels of environmental quality and protection from hazard and risk

- establishment of on-going and self-sustaining capacities within the communities and the region to maintain the environment at the desired level of quality and protection from risk

- evidence that the required intervention and support of the Environment 2000 program (or equivalent) is restricted to a finite and relatively short-term period with specific and limited tasks, and that the continued involvement of such an intervention program is not required to ensure lasting desired environmental conservation effects

Some illustrative examples of such sustained environmental conservation effects would be:

- clean-up or renewal of fish spawning grounds which results in local conservationists or anglers taking a greater interest in and assuming responsibility for the protection and management of local fish habitats

- improvement and reforestation of forest lands which results in a more attractive, viable and productive forest over the longer term, especially if it results in better local stewardship of the lands to maintain and conserve the forests in a useful state

- permanent removal, relocation or amelioration of either natural or man-made threats to the local environment (air, water or land) (e.g. relocation or improved management of garbage dumps so as to minimize visual pollution and/or contamination of adjacent soils and waters)

Projects would not be deemed to have sustained and long-term objectives if they are primarily of a routine maintenance nature, in which case they would be merely replacing or making up for the absence of normal environmental services which should be the responsibility of local authorities and stakeholders.

c. Methods & Techniques

To carry out a true impact assessment of environmental conservation projects would require comparing environmental conditions prior to and following the poject, and determining attribution for the observed differences, whether positive, neutral or negative (i.e. determining the extent to which the changes in environmental conditions can be attributed to the Environment 2000 project, as compared to other external factors). Ideally, a control set of sample sites would also be studied to see if similar effects were achieved under similar conditions but in the absence of the Environment 2000 program. Changes would need to be measured over the long term following completion of

the project to see if results were sustained. To support the analysis, a conceptual model or set of evaluation criteria would need to be developed and applied for each type of environmental conservation project, since each has unique indicators of change and effect, and each has different circumstances and external variables to control for. It is not practical or possible to undertake such a formal and comprehensive evaluation, especially since extant conditions were not recorded for most Environment 2000 projects, and since most project objects were stated in output terms rather than "sustained impact" terms.

Instead, evaluation methodologies would need to focus on the existence of suggestive factors or necessary preconditions for success. The presence or absence of these factors and conditions in the design and implementation of the program, and of individual projects within the program, would allow evaluators to assess the general and relative probability of success in achieving imputed long-term and sustained impacts and effects.

In the case of environmental conservation projects, the following line of investigation would be used to assess the probable success of achieving desired (or desirable) sustained impacts:

1. Were project objectives explicit about sustained and long-term conservation impacts to be achieved? Were they integrated into project work plans? Were they well communicated to all participants?

2. Were specific initiatives taken to focus project/program efforts on activities and tasks which would logically contribute to longer-term impacts and effects?

3. Is there evidence of locally-developed capacity to continue the environmental conservation, preservation and/or restoration work initiated by Environment 2000? What specific initiatives were carried out to foster and support that capacity?

4. Is there a continuing requirement to provide support and assistance via Environment 2000 (or equivalent federal programs) to ensure maintenance or continued enhancement of the environment in the state achieved immediately following the project?

2. Employment Creation

The objective of contributing to the employment of youth (16-24 years) and older workers (over 50) in a sustained manner over the longer-term would be defined in a manner as follows:

> Enhancing the employability and employment prospects of the targetted population over the longer term, giving special emphasis and support to persons seeking to pursue careers in environment-related fields, and more general support to those with less specific or less directly-related career aspirations.
>
> The desired effects would be defined as enhanced prospects for, and successful attainment of, meaningful and rewarding employment and a direct (if only partial) result of participation in Environment 2000. (NOTE: The Environment 2000 objectives in this regard reflected only short-term employment creation criteria. However, a more permanent program would likely have a longer-term perspective on employment objectives.)

b. Indicators

Indicators of the achievement of the objectives of longer-term and sustained employment and employability would include:

- acquisition and/or enhancement of special technical and analytic skills which are relevant to the participant's career aspirations, and which are marketable in the foreseeable future
- development and/or enhancement of basic "life" skills which enhance the participants' capacity to work with others and to plan, organize and/or participate in typical work functions
- promotion and/or reinforcement of the willingness of participants to actively seek and obtain meaningful work in the future

- provision of relevant work experience and credibility, so as to enhance the marketability of the participant on the labour market in relevant fields of interest

- contribution to a better understanding on the part of the participant of the opportunities for careers in fields of interests, and of the requisite skills, training and experience needed to meet career objectives and goals

- actual successful attainment of continuing meaningful employment in relevant fields as a result of participation in the program and without continuing support from the program (or equivalent) being required; this may include either the successful attainment of employment with existing employers, or the successful establishment of new businesses and pursuits

NOTE: The terms "meaningful employment" and "pursuits" refers to all jobs or other pursuits, whether on a wage, non-wage or voluntary basis.

c. Methods & Techniques

As with a true evaluation of long-term conservation impacts and effects, a full-scale evaluation of employment impacts and effects would require a comparison of pre and post-program employment conditions of the participants, taking into account their initial (and evolving) career aspirations, and controlling for external variables such as economic conditions, government policies, subsequent education, and other factors affecting employment and employability. Such a formal evaluation would have to distinguish between the various kinds of projects and project activities (e.g. specific formal training versus work experience; direct conservation action projects versus public awareness projects; forestry projects versus waste management projects etc.; sponsored projects versus direct-hire projects, etc.). Such an approach is not practical. Instead, the following line of investigation would serve to determine the relative likelihood of success in achieving sustained employment/employability objectives:

1. Were project objectives explicit about the sustained and longer-term employment impacts to be achieved? Were they expressed in terms of immediate job creation, or longer-term employability? Were they integrated into project work plans? Were they well communicated to all participants?

2. Were specific initiatives taken to determine career aspirations of participants? Were specific initiatives taken to determine participant skill development and experience development needs and expectations? Were projects organized and implemented in such a way as to maximize training, skill development and work experience benefits for participants?

3. Is there a continuing requirement to provide support and assistance via Environment 2000 (or equivalent federal program) to ensure the maintenance of the employability of the participants?

3. Environmental Awareness

a. Definition

The objective of contributing to public awareness, sensitivity and responsiveness to environmental concerns and issues in a sustained manner over the longer-term would be defined in a manner as follows:

> Stimulating enhancing and/or reinforcing in a relevant and lasting manner, the level of knowledge, awareness and sensitivity of specific stakeholders and the general public concerning important environmental issues, factors and concerns in Canada (at the national, regional and local levels), resulting in behaviour contributing to a more appropriate conservation, preservation and restoration of the natural environment in a manner consistent with relevant social and economic activities and goals.

b. Indicators

Indicators of the achievement of the objective of sustained and long-term environmental awareness would include:

- improved knowledge and awareness on the part of participants as well as other stakeholders and the general public concerning the importance of conservation of the natural environment, of threats and facing the natural environment, and of potential techniques and remedies to arrest and offset undesired conditions or trends

- change or reinforcement of attitudes and levels of interest and activity on the part of participants, stakeholders and the general public resulting in more concerted action to establish and maintain desired environmental qualities and conditions

- change or reinforcement of behaviour on the part of persons or institutions with the capacity to influence the environment (whether positively or negatively) in a manner which results in the achievement of the desired environmental qualities and conditions

. establishment of a knowledge base and an on-going learning capacity to sustain such levels of awareness, sensitivity and commitment

c. Methods & Techniques

As with the other two objectives, the formal and comprehensive evaluation of the sustained impacts of Environment 2000 on public awareness would be difficult and costly to carry out. Such an evaluation would require follow-up interviews and surveys of participants as well as key stakeholders and the general public in areas where projects were initiated, to determine perceptions or more concrete evidence of changes in knowledge, attitudes and behaviour. As with the other comprehensive evaluations, it would be necessary to control for the potential influence of other external variables (e.g. changes in environmental regulations, other awareness and education programs and activities, and other socio-economic circumstances). To assist in predicting the relative probability of successful achievement of the environmental awareness objectives over the longer term, the following line of investigation would be pursued:

1. Were project objectives explicit about the sustained and longer-term environmental awareness impacts and effects to be achieved? Were they integrated into project work plans? Were they well communicated to all participants?

2. Were specific initiatives taken to promote public communication, education, awareness and participation in all projects? Were the necessary supporting materials developed and transferred to local authorities and groups to extend and recycle the communication efforts? Were the communication and awareness initiatives focused on the specific and immediate accomplishments of the project, or were they focused on broader and more universally-applicable cases and situations?

3. Is there evidence of locally-developed interest and capacity to continue the public awareness and education initiatives launched by Environment 2000? What specific initiatives were carried out to foster and support that capacity?

4. Is there a continuing requirement to provide support and assistance via Environment 2000 (or equivalent federal programs) to ensure sustained public knowledge and interest in related environmental issues and concerns immediately following the project?

APPENDIX 1: TERMS OF REFERENCE FOR EVALUATION ASSESSMENT OF ENVIRONMENT 2000 PROGRAM

June 13, 1984

REQUEST FOR PROPOSALS FOR A FRAMEWORK/ ASSESSMENT OF ENVIRONMENT 2000 PROGRAM

PRODUCTS:

Environment Canada requires a framework and assessment of the above-mentioned Program (see definitions). The products of these studies will take the form of 1) a management briefing (equivalent 8 pages) which is the distillation of data gathering and analysis, and 2) an optional technical report of approximately 30 pages. The framework will also include a descriptive program profile of approximately 4 pages.

SCOPE:

The work should be conducted in sufficient depth to make an informed, credible judgement about the likelihood of the program's effective impact based on an examination of its policy formulation, the articulation of its objectives, the program design, the implementation tactics, the targeting of clients, and the program's social, economic and environmental sensitivity. The assessment will present to Senior Management some costed options (estimates) for conducting a subsequent evaluation of all or part of the program based on the framework analysis. It should enable Senior Management to weigh the cost, and timing of these options in relation to the benefits to decision making.

BIDS:

Contractors should indicate the time and involvement of the person/ persons they are prepared to assign to the framework/assessment as well as any specialist skills (in-house or associated) which represent their capacity in the areas of:-

1) environmental impact

2) employment generation

3) public communication

An outline of previous experience in these areas would be desireable.

... 2

BIDS: (continued)

The framework/assessment is estimated at 20-25 person days to complete the data gathering, analysis and short briefings. The 30 page technical report and travel should be costed as separate items.

SCHEDULING:

The framework/assessment is being carried out within timing constraints so that it can input to management decisions concerning the program's continuance. Work should commence by June 25th, 1984 with completion to briefing stage not later than August 4th, 1984. The technical report, in a format to be discussed, can follow if required by September 6th, 1984. A subsequent evaluation, if required, will be negotiated following the submission of the assessment and subsequent Senior Management direction.

ENVIRONMENT CANADA GUIDANCE:

Contractors have received definitions, a program description, a sample of the project documentation, and a briefing by the program manager. The Manager, Program Evaluation will be available for further clarification of requirements, and will represent the Branch in subsequent briefings and collaboration.

E. Lyle

APPENDIX 2: QUALIFICATIONS OF STUDY TEAM MEMBERS

J. PHILLIP NICHOLSON (President)

B.A. Hons. (Geography) (*Carleton*)
M.A. (Economics and Politics) (*Oxford*)
M.C.P. Candidate (City Planning) (*M.I.T.*)

Mr. Nicholson has extensive professional experience gained through 12 years of consulting for more than thirty government departments, central agencies, crown corporations and related organizations.

His consulting career in the public sector began with service as a research consultant on a 1971 *CMHC* task force developing alternative approaches to federal urban renewal programs. From 1972 to 1975 he served in the *Privy Council Office*. As a member of a small team supporting the Priorities and Planning Commitee chaired by the Prime Minister, he assisted in the planning and coordination of the government's national priorities, and in the evaluation of the government's central planning system. In addition, he undertook several special Cabinet studies to develop national planning frameworks and policy objectives in the areas of population growth, immigration, national land use and urban development.

Since 1975 he has served as a consultant specializing in public policy development and corporate affairs. In 1979 he founded the present firm, consisting of a multidisciplinary core staff of professionals and a network of established associates providing complementary skills and services. In the capacity of President and senior staff consultant, Mr. Nicholson participates in major and sensitive projects of the firm, drawing upon his broad academic background, his extensive knowledge of the public policy process, and his experience in business/government relations.

Mr. Nicholson's projects have ranged in scale from the organization of one-day workshops on such issues as public policy development and communications design, to the development of a $2 billion capital investment plan for *Public Works Canada*. With a broad perspective and range of experience, Mr. Nicholson has participated in such diverse projects as an evaluation of the government's central Cabinet planning process; the establishment of a $150 million alcohol & drug abuse program for Native communities; the preparation of a public discussion paper on criminal law reform for *Justice Canada*; and an evaluation of public information & participation programs of the *National Museum of Natural Sciences*.

Mr. Nicholson has lectured in geography, politics, public administration, architecture, planning, resource management and communications at *Carleton University* (Ottawa), *Dalhousie University* (Halifax), *Simon Fraser University* (Burnaby), *Algonquin College* (Ottawa), and at *M.I.T.* (Cambridge) where he was a *Canada Mortgage and Housing Corporation* Graduate Fellow.

CATHERINE ROBINSON (Vice-President)

B.A. Hons. (Geography) (*Carleton*)
M.A. Candidate (Public Administration) (*Carleton*)

Ms. Robinson is a senior consultant with extensive experience in policy analysis, program development and communications. Her university studies encompassed social, economic, urban, demographic and environmental issues. Her undergraduate field work included an examination of the implications of urban design for child development in Canadian urban centres, while her graduate studies in public administration have focused on public policy analysis, management information systems and personnel management.

A member of the company's Board of Directors, Ms. Robinson is responsible with the President for the over-all direction of the firm, and serves as partner-in-charge on major consulting assignments.

Ms. Robinson's projects in the policy and management fields have covered a wide range of substantive areas. Recently she headed the preparation of a comprehensive policy document concerning the control and funding of community economic institutions for *Indian and Northern Affairs Canada*. She also directed the development of a policy framework for equal opportunities for women initiatives in *Public Works Canada*, and assisted in the development of a strategic plan establishing new policy directions in the criminal justice field for the *Ministry of the Solicitor General*.

During the past few years, Ms. Robinson has developed special expertise in the communication of public policy issues. She was responsible for preparing a communications package to increase public awareness of the new Young Offenders Act on behalf of the *Ministry of the Solicitor General*, and managed a national poster competition designed to promote Canada's contribution to International Youth Year on behalf of the *Secretary of State*. Other policy-related communications projects include the organization of national conferences dealing with technological change for the *Science Council of Canada*; editing of a guidebook on the Petroleum Incentives Program for *Energy, Mines and Resources*; and preparation of a report to Parliament on a major management improvement project within *Indian and Northern Affairs Canada*.

NOELLE WATT

B.Sc. Hons. (Environmental Studies, Geography) (*Trent*)

Ms. Watt is a research consultant specializing in environmental analysis, land-use planning, resource management and regional development. Her university education combined scientific training with policy analysis, including a special focus on ethical and institutional issues related to environmental and resource management. Active in the promotion of environmental awareness, Ms. Watt served as Academic Coordinator of a speakers' forum for *Trent University*'s Geographical Society, and as a member of *Trent*'s Environmental Executive Committee. A regular environmental columnist for the university newspaper, she also carried out research on such issues as public preferences for landscape surroundings, and historical tourism trends in the Northwest Territories. Ms. Watt was the 1984 recipient of the *Otonabee Region Conservation Authority*'s *McIntyre Conservation Award* for her efforts in promoting conservation awareness.

Ms. Watt's professional assignments have included both scientific research and policy & program analysis. Laboratory work for *Agriculture Canada* involved the testing of soil and plant matter for toxic metals, while a major field research project for *Indian and Northern Affairs Canada* assessed the environmental consequences of placer mining in the Yukon. Results of the latter study were presented at the 1983 Conference of the *Canadian Association of Geographers* (Ontario Division). Her recent policy analysis assignments in the resource management field include a major review of Canadian and international peat research & development policies on behalf of the *National Research Council of Canada*.

Active in broader aspects of environmental awareness and community & regional development, Ms. Watt is a contributor to *Environment Canada*'s quarterly newsletter *LAND*, which deals with land management and related environmental issues. She has also been involved in the evaluation of the $50 million Environment 2000 program, which combines job creation and skill development initiatives for youth with community-based projects involving environmental conservation and awareness. Other projects have included the preparation of a report on economic conditions among Canada's registered Indians which provides new data on the resources and development potential of Indian reserves.

Stephen D. Hazell

B.Sc. (Biology) *(Toronto)*
M.Sc. (Plant Ecology) *(Toronto)*
LL.B. (Law) *(Queen's)*

In his academic training, Mr. Hazell has combined studies in law and environmental science. At *Queen's*, he was actively involved in university affairs, serving on the Faculty Board of the Law School and writing for a biweekly review of arts and politics. His professional experience has included work with the *Canadian Environmental Law Association*, and instruction of courses in biology and geography at the *University of Toronto*. Mr. Hazell served his articles of law with the *Department of Justice* in the Civil Litigation, Criminal Prosecutions and Constitutional Law sections, as well as Legal Services at *Environment Canada*. More recently, he completed an analysis of possible Charter of Rights incompatibilities in legislation administered by Indian and Northern Affairs for the *Department of Justice*. Mr. Hazell has also undertaken an analysis of corporate models for community and regional economic development agreements. His current work focuses on constitutional and legal policy as well as the administrative and policy processes in public affairs. He is presently organizing a series of national workshops on ethics in scientific research on behalf of the *Science Council of Canada*.

APPENDIX 3: CONSULTATIONS AND INTERVIEWS

APPENDIX 3
CONSULTATIONS AND INTERVIEWS

- ADM Planning
  - Aimée Lefébvre-Anglin

- Program Evaluation
  - Elizabeth Wylie
  - Allan Collier

- Environment 2000 Program (HQ)
  - Bruce Amos
  - Anne Beauregard
  - Rhys Phillips
  - Elizabeth Campbell
  - Diane MacKay
  - Ruth-Ann MacKay

- Environment 2000 Service Coordinators and Colleagues
  - Shirley Smith
    AES, Downsview
  - Joe Slater
    ECS, Hull
  - Doug Bordeleau
    Parks Canada, Hull
  - Brett Moore
    Parks Canada, Hull
  - Sylvie Aimes
    CFS, HQ
  - Nicole Pharand
    CFS, HQ
  - Gisele Jacob
    CFS, HQ
  - Larry Aris
    Finance and Administration, HQ
  - J.P. Cantin
    Personnel Branch, HQ

. Regional Representatives

. Regional Directors-General
- Peter LeBlanc (Acting for RDG) and Geraldine Gaskin
  Atlantic Region
- Mr. Kingham
  Ontario Region
- Peter Wiebe (Acting for Dr. Boydell)
  Pacific and Yukon Region
- Dr. MacPherson
  Western and Northern Region

. Environment Canada Information Directors
- Paul Mitchell
  Pacific and Yukon Region
- Anne-Marie Downey
  Western and Northern Region
- Peter LeBlanc
  Atlantic Region
- Jeanne Jabanoski
  Ontario Region

. Environment 2000 RDG Coordinators
- Neil LeBlanc
  Atlantic Region
- Marlene Foulem
  Ontario Region
- Ken Smith
  Western and Northern Region
- Royce Warren
  Pacific and Yukon Region

APPENDIX 4: DATA SOURCES

APPENDIX 4
DATA SOURCES

Background Source Documents

- Program Concept Environment 2000 Draft
- Background Information Environment 2000
- Environment 2000 A Conservation Program (pamphlet)
- Minister's Announcement of Launch of Environment 2000 Dec. 20/83 to Environment personnel
- Caccia Announcement Details of Environment 2000, Dec. 8/83, news release
- Environment 2000 An Environmental Conservation
- Program to Employ Youth and Older Workers, Sept. 16/83
- Environment 2000 An Environmental Conservation Program to Employ Youth and Older Workers, Mar. 7/84
- Treasury Board Submission Transmittal Slip Dec. 16/83
- Treasury Board Submission Transmittal Slip May 3/84
- Decision of the Treasury Board Meeting of Jan. 26/84
  Subject: Supplementary Estimates 1984-85 Environment 2000
- Memorandum Ongoing Programming: Environment 2000

Project Descriptions

Before

- Memorandum to B. Amos from S.F. Smith Mar. 30/84
  re: Atmospheric Environmental Service Action Plans for the Direct Employment Component of Environment 2000 Program
- New Project Report
- Project Data Input Reports
- Assessment and Evaluation Worksheet
- Environment 2000 Project Summary Reports (their forms)
- End of Project Reports
- Senior Management Committee Response on the Future of Environment 2000

After

- Environmental Impact and Youth Employment A Survey of Selected Environment 2000 Projects and Their Results Draft - Confidential Sept. 26/84
- Environment 2000 Monitoring Forms used in the Atlantic Region - RDE Projects
- Environment 2000 Assessment Worksheets
- Evaluation of Personnel Policies and Procedures Environment 2000 Program Direct Employment Component

Sponsors' Surveys

- 230 individual replies
- Report on Survey of Environment 2000 Sponsors
- Nicholson's Summary of Sponsor Survey

Media Campaign

- Newspaper clippings June-Oct/84 across Canada
- Atlantic Region Summary of number of clippings and TV and radio interviews
- Nicholson's Summary of Media Coverage

Director's Weekly Status Reports

- February to October, 1984

Program and Operational Guides

- Environment 2000: A Conservation Program Handbook for Sponsors with a Guide to Project Bookkeeping
- Environment 2000: A Conservation Program Guide to Potential Employers
- Operational Guidelines Manual Environment 2000: A Conservation Program

. Canadian Forestry Service
  - Mark Butler, St. John's (Nfld.)
  - George Vietch, St. John's
  - George Mills, St. John's
  - Brian Sykes, Fredericton
  - Mary Williams, Fredericton
  - Flo Frank, Edmonton

. Canadian Wildlife Services
  - Joe Carreiro, Hull
  - Suzanne Chamberlain, Vancouver
  - Rita Amor, Edmonton (telephone)

. Parks Canada
  - Pamela Taylor, Halifax
  - Susan Mees, Halifax
  - Allan Binette, Cornwall
  - Don Schaan, Winnipeg
  - Pat Chuba, Winnipeg
  - Lila Davies, Winnipeg
  - Sheila Ritchie, Vancouver

. Inland Waters
  - Tom Forester, Vancouver

APPENDIX 5: ASSESSMENT OF DATA SOURCES

APPENDIX 5
ASSESSMENT OF DATA SOURCES

Weekly Status Reports

Weekly status reports were prepared by Environment Canada department managers involved in the Environment 2000 program for use by the director of the program. These reports are useful for chronicling the major decision points and historical evolution of the program. These observations on the progress of the Environment 2000 program include:

- statistics by region on
  - enquiries and applications received
  - applications distributed
  - jobs created and work weeks created
  - projects started
  - jobs currently filled
  - target group %
  - other quantitative project-related information

- descriptions of projects and activities (e.g. date of ads submitted to media, problems with projects, etc.)

Survey of Sponsors

Approximately 300 sponsors of Environment 2000 projects replied to a survey issued by the program. Although these replies may be biased to some degree by the desire to obtain renewed funding, many contain suggestions of ways to improve the program. Therefore, the replies provide some information useful for a review of the program management such as:

- sponsors' satisfaction with program
- sponsors' expectations of the program and its impact
- priority of goals of program (i.e. environmental conservation, employment, environmental awareness)

- indication of aspects of program that were especially successful/ appreciated, and why
- indication of aspects of program that sponsors would like changed, and why
- impacts of program on community/public/environment

Media Coverage

All newspaper articles containing references to the Environment 2000 program were collected over the duration of the program. Although some articles were based on press releases by Environment 2000 the majority of the clippings from across the country by Environment 2000 media liaison personnel were written independently by newspaper staff and describe participants' and communities' opinions about the program in general and specific projects. Less information is available on radio and television coverage of the program. Information provided by the media coverage includes:

- impact on public awareness, by region (as measured by number, content and length of articles)
- nature of impact on awareness (e.g. environmental conservation, employment and/or environmental awareness)
- indication of radio and television coverage - frequency of coverage is available, but actual content of coverage will not be complete or reliable

Project Descriptions and Summaries

Project descriptions were provided by Environment 2000 program managers both at the beginning of projects and after their completion. While project summary data have been recorded in various formats, (as adaptations of the Environment 2000 project summary form were made) these data provide a record of actual as compared to expected outputs and expenditures as well as some

qualitative information. More specifically, project descriptions and summaries provide information concerning:

before:
- nature of projects accepted, goals to be achieved (to be compared with actual outputs)

after:
- outputs achieved, projects completed, etc.
- aspects of program that did/did not work well, and why

Descriptions will also provide statistics on number of people hired, costs, target group representation, levels of satisfaction with program.

Program Expenditure Data

Program expenditure data is contained in Treasury Board submissions, and background documents. This information can be used to compare the anticipated results and costs with the actual results and costs of the program. These data include information about:

- program resources available at the national, regional and project levels
- terms of reference of program
- approval and funding mechanisms

APPENDIX 6: EVALUATION ASSESSMENT QUESTIONS/ ANALYSIS FRAMEWORK

APPENDIX 6

EVALUATION ASSESSMENT QUESTIONS/ANALYSIS FRAMEWORK

Program Administration

- Are the objectives of the program clearly stated? Are they consistent with broader federal policies and objectives?

- Are the objectives and mandate of the program relevant?

- Are Program activities consistent with the mandate and linked to the attainment of the intended impacts and effects?

- What have been the impacts and effects of the Program? Were they intended?

- Is there overlap with other programs?

- Have program objectives been achieved?

- Are there more cost-effective ways to achieve the intended impacts either through other programs or through different implementation approaches within Environment 2000?

Environmental Impact and Resource Management

- Are the environmental impact and resource management objectives of the program clearly stated? Are they consistent with the broader environmental objectives of the federal government and of various departments and agencies with environmental impacts and interests? (e.g. Agriculture Fisheries and Oceans; Indian and Northern Affairs; Energy, Mines and Resources; Public Works and Transport Canada)

- What is the relative priority of the environmental objectives of the Program as against the other program objectives? (e.g. employment generation; skill development; public awareness and participation)

- Are there criteria in place for the selection of appropriate projects to meet these objectives? Are appropriate projects being selected in accordance with these criteria and with appropriate national, regional and local priorities in mind?

- Are the environmental impacts and effects (including those involving management of natural resources) measureable? Are the effects being measured in a scientifically acceptable manner for decision-making and evaluation purposes? Are the data available and reliable?

- What are the actual impacts and effects of projects, and of the program on the natural environment& Are these consistent with environmental and other objectives of the government?

- What processes and controls are in place to ensure adequate scientific and policy review of project proposals? Is there adequate monitoring of project activities and results to ensure compliance with established or appropriate environmental policies, guidelines, standards and regulations?
    - Are appropriate personnel policies in place to ensure that project managers and supervisors have adequate scientific and/or technical training to direct and monitor projects?
    - Are project proposals reviewed for environmental merit by trained personnel before being approved?

- What measures are in place to ensure adequate control, modification and termination, if necessary, of projects not meeting adequate environmetnal objectives and standards?

- Are the environmental objectives being pursued through the most cost-effective means? Are there alternative approaches that would achieve the environmental objectives in a more cost-effective manner?

Employment Generation and Skill Development

- Are the employment generation and skill development objectives of the program stated in a clear and unambiguous fashion? ARe they consistent with broader economic and employment development policies of the federal government, and of various departments and agencies with employment interests and impacts (e.g. Employment and Immigration, Secretary of State (youth, elderly, natives), Indian and Northern Affairs, Regional Industrial Expansion)?

- Are there criteria in place for the selection of appropriate prjects to meet these objectives? Are appropriate projects being approved in accordance with the criteria and with relevant national, regional and local priorities in mind? Are there specific objectives related to targetted groups in greatest need (e.g. youth, natives, elderly, handicapped)? Are these objectives given proper consideration in reviewing and approving project proposals?

- Are the employment generation and skill development impacts and effects known and measurable? Are they being measured in a reliable manner for decision-making and evaluation purposes? Are the data available and reliable?

- Do the objectives and project plans take proper account of the need to balance concern for factors such as:
    - creation of short-term employment to meet critical needs of young persons entering the wage economy;
    - establishment of viable and meaningful jobs and businesses in the fields of environmental conservation and resource management;
    - development of transportable skills relevant to the needs and aspirations of persons seeking careers in environmental and resource management;
    - provision of meaningful pursuits for the elderly and others with professional and world experience who might otherwise not participate fully in the wage economy;
    - creation of a greater spirit of cooperation and mutual respect between the young and the elderly in work settings.

- Are there more cost-effective ways of meeting the economic, employment and skill-development objectives?

- What is the relative priority of the economic, employment and skill development objectives, compared to the other objectives of Environment 2000 (e.g. environmental impact and public communication awareness and participation)?

Public Communication, Awareness and Participation

- Are the objectives respecting public communication, awareness and participation stated in a clear and unambiguous fashion? Are they consistent with the policies and standards respecting public communication and participation for other programs of Environment Canada, as well as the federal government in general?

- What is the audience for the public communication, awareness and participation? Is it targetted to professionals or to special interest groups? To what extent is the general public to be addressed by initiatives of the program?

- What is the relative priority of the public communication, awareness and communication objectives of the program, compared to other objectives (e.g. environmental impact and employment generation/skills development)?

- To what extent is each project addressing objectives of public communication, awareness and participation? To what extent should each project address these objectives?

- Are the public communications objectives focused primarily on promoting knowledge and awareness of the program, or more substantively on actual knowledge and awareness of environmental issues and concerns?

- Are there adequate measures of public communication impacts, awareness and participation? Are the impacts known and measurable? Are the data available and reliable?

- Are there more cost-effective ways of achieving the objectives regarding public communication, awareness and participation? Are there adequate means in place to ensure accuracy and appropriateness of "communication messages and themes"?

APPENDIX 7: ENVIRONMENT CANADA'S PROGRAM OBJECTIVES

APPENDIX 7
ENVIRONMENT CANADA'S PROGRAM OBJECTIVES

A. Environmental Services Program

Objective

To promote and undertake programs to protect and enhance the quality of the environment and programs designed to improve the management and sustained economic utilization of the forest wildlife and inland water resources of the nation.

Sub-Objectives

- To promote the quality, management and use of inland water resources
- To develop preventive, and other control measures directed to air and water pollution
- To provide meteorological and ice information services and to encourage and promote the application and development of meteorological science
- To assist in the improvement of the quality, management and use of land
- To promote effective and economic management and use of the forest resources of the nation
- To conserve and manage wildlife resources including migratory birds and their habitat in Canada

B. Parks Canada Program

Objective

To acquire and develop representative areas of the country, for use by the public consistent with the preservation of such areas in their natural state; to preserve, restore and operate sites, structures and travel routes of importance to Canadian history.

ADDENDUM

TO THE

EVALUATION ASSESSMENT REPORT
ENVIRONMENT 2000 PROGRAM

Special Focus on Long-Term, Sustainable Impacts,
Using Quebec Case Examples

July 10, 1985

1. INTRODUCTION

In the late summer and fall of 1984, J. Phillip Nicholson Policy and Management Consultants Inc. carried out an evaluation assessment of the Environment 2000 Program in order to identify potential issues for evaluation, assess the quality and reliability of existing data for evaluation purposes and design a program of evaluation of key issues. Prior to the consultations in the Quebec region, the Environment 2000 Program was cancelled. An interim evaluation assessment report was prepared in December 1984 covering all regions, except Quebec. This addendum (to the December report) summarizes the results of subsequent interviews which took place in mid-June 1985, with representatives of the Quebec Region.

The Quebec study focusses on somewhat different issues than the ones covered in the other regions. Comments on the Environment 2000 Program received from Quebec had often referred to the long-term effects of many of the projects or to projects which led to activities that continued after the original project was completed. Rather than repeat the same type of study as was carried out in the other regions, it was decided in the Quebec interviews to look more closely at these types of projects in order to identify characteristics of the Environment 2000 Program which led to their having long-term results. Though no attempt was made to be exhaustive in the study, it was hoped that the ideas which emerged would enable Environment Canada or other departments to improve the design of programs like Environment 2000 in order to increase their long-term impact.

The addendum begins with a description of five examples of projects which were identified as having had long-term effects or having generated self-sustaining activities (the concept of **long-term, sustainable impacts** is described in the main evaluation assessment study report of December 1984.)

The second section of the addendum summarizes the principal characteristics of the projects or of the Environment 2000 Program which was identified by Quebec Region officers as contributing to the long-term effects.

The report concludes with a number of suggestions by those interviewed of ways in which the long-term impact of programs like Environment 2000 could be increased.

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2. PROJECT DESCRIPTIONS

The five projects described in this section serve to illustrate the different types of projects seen by Quebec Region officers as having had long-term effects or having generated self-sustaining activities.

In the first project,[1] seven students were hired by the municipality of Lac St. Charles to produce topographical maps of the municipality's natural resources to be used in the community's urban planning. On termination of the Environment 2000 project, four of the students were hired by the regional municipality of Jacques Cartier county and by the municipalities in the region of Lac St. Charles to produce similar maps.

The second example,[2] a glass and paper recycling project carried out by Récuperbec, Inc. in the Quebec Urban Community, involved the development of a new system for separating clear from coloured glass and for breaking the glass into smaller pieces before shipping. The results of the project led to an agreement by recyclers in Quebec City to adopt a new system for glass recycling.

Prior to the beginning of the third project,[3] the municipality of Sillery had been negotiating for some time with the province to fund the renovation of the Villa Bagatelle, an old English-style house and garden in the region. After completion of an Environment 2000 project in which the garden surrounding the Villa Bagatelle was restored, the overwhelming positive response of community members brought the province to revise its funding priorities and to undertake the house renovation. The facility is now being operated by the municipality of Sillery as an historic site.

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1. Project No. EA 113, **"Inventaire et cartographie des ressources naturelles du Lac St. Charles"**, Association de la protection de l'environnement de Lac St. Charles.

2. Project No. EA 014, **"Développement de la récupération du papier et du verre"**, Récuperbec, Inc., Québec Urban Community.

3. Project No. EA 074, **"Aménagement horticole et écologique du domaine"**, Villa Bagatelle, Saurev Inc., Sillery, Québec

...3

The fourth example is a project in which 27 young people removed all refuse from about 35 km of the banks of the Laval island (a suburb of Montreal) and simultaneously carried out a multi-faceted public awareness campaign to prevent repollution of the river banks. Though the long-term effect of the project is not yet clear, Quebec officials were sufficiently impressed by the public awareness campaign that they believed the project would be successful in its goal of maintaining clean river banks.

The funds allocated to the fifth project under the Environment 2000 Program allowed a group of 5 young people to establish an educational summer camp on Ile-Verte. This camp specialized in teaching 12-17 year olds environmental conservation, particularly ecology and wildlife studies. Currently this camp is being administered under provincial jurisdiction. With the collaboration of local organizations and provincial participation, the young Conservation Society succeeded in computerizing the information collected on field trips. The long-term effects of this program have been the employment of the original participants for an additional year, and the allocation of funds to the group for this purpose by CEIC.

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4. Project No. EA 006, **"Action Jeunesse canadienne pour l'amélioration de l'environnement"**, Canadoeuvre Inc., Laval.

5. Project No. EA 040, **"Camp-école sur la sauvagine"**, Société de conservation de la Baie de l'Ile-Verte, Québec.

...4

3. CHARACTERISTICS CONTRIBUTING TO LONG-TERM EFFECTS

The following is a list of project or program characteristics which Environment Canada officers thought contributed to projects having long-term effects or to their generating self-sustaining activities:

- The Environment 2000 Program succeeded, primarily, to make Environment Canada known as a federal Department, opposed to strictly being known so far, for its wildlife activities or parks activities. Environment 2000 also created an overwhelming interest among the Departmental staff. In fact, regional staff showed a definite interest in the information sessions and the audio-visual presentations put together and presented on a regular basis by the Information Services.

- The Environment 2000 organization was small and responsive rather than large and overly bureaucratic. The program was characterized by a mininum of forms to fill out and procedures to follow and by a maximum of direct personal contact between Environment Canada officials and project sponsors and workers. Those who provided information services and technical and administrative assistance to projects were seen as facilitative rather than overly controlling and rigid in their approach.

- In the handling of project publicity, a prime objective of the Quebec Region Information Services was to actively involve project sponsors in using the local media to make the community or region aware of their activities. Sponsors' responsibility to do this was written into their contract with Environment Canada and they were supported in this task by information officers who provided information on local media and assisted them in planning publicity campaigns. Making public awareness an important component of all projects and putting responsibility for it in the hands of the sponsors had the effect of increasing interaction between project workers and the community or region and of establishing long-term contacts between environmental groups and the local media.

...5

- The individual projects answered a real, aleady identified need in the region or community. In some cases the sponsor or municipality involved had already prepared a long-term development plan which involved the project; in other cases the need had been identified less formally. The principal function of the Environment 2000 Program in these cases was to provide the little extra push required to get the project going.

- The projects were put forward by already existing, viable organizations with the ability to implement the projects and with good local contacts.

- Some of those interviewed thought that the combination of an environmental program with a job creation program had in itself contributed to long-term project effects. The reasons given were that environmental projects tend to have a long-term outlook and that those sponsoring or working on environmental projects tend to be interested in what they are doing rather than motivated simply by the need to have a job.

...6

4. SUGGESTED IMPROVEMENTS

Those interviewed suggested a number of improvements which they thought would increase the impact of a future program. Their suggestions are summarized below:

- The probability of a project's producing long-term effects and generating self-sustaining activities should be established as a project selection criterion.

- Project selection should be less political and, since regional officers are in a better position to do such things as assess sponsoring organizations or judge whether a project has strong local support, more power in the analysis, the development and the approval of projects should be placed in the regions.

- Though continued contact with Environment Canada during the life of the projects was seen as a significant difference between the Environment 2000 Program and most CEIC job creation programs, many of those interviewed thought that project officers should spend more time with sponsors in planning and monitoring projects.

- Any similar programs should last a number of years. This would allow organizations which had been refused on first application to reapply in future years with improved projects. It would also permit longer-term projects to be funded for more than one year. Funding projects for a second year would encourage improvements in project design and would allow more time to find other sources of support for an activity.

...7

APPENDIX I: PERSONS INTERVIEWED IN THE QUEBEC REGION

1. Gilles Lamoureux, Regional Director General, (RDG) Quebec Region.

2. Marcelle Girard, Director, Information and Public Relations Services, Quebec Region.

3. Clément Dugas, Assistant Director, Information and Public Relations Services, Quebec Region.

4. Benoit Taillon, Director of Policy, Quebec Region. Was acting Regional Director General during the Environment 2000 Program.

5. Jean-Luc Desgranges, Research Officer, Canadian Wildlife Service, Quebec Region.

6. Louise Letellier, Director, Administration and Financial Services, Quebec Region. Was the Director of the Environment 2000 Program in Quebec.

7. Denis Aubé, former coordinator of the Environment 2000 Program in Quebec. Now employed by CEIC under the Canada Works Program.

8. Gérard Girouard, Officer, Environmental Protection Service, Montreal Office, Quebec Region.

AJOUT
AU
RAPPORT D'ÉTUDE PRÉPARATOIRE À L'ÉVALUATION DU PROGRAMME ENVIRONNEMENT 2000

Incidences à long terme et à caractère permanent,
à partir d'exemples de projets entrepris au Québec

Le 10 juillet 1985

1. INTRODUCTION

Vers la fin de l'été et à l'automne de 1984, la firme J. Phillip Nicholson Policy and Management Consultants Inc. a effectué une évaluation préparatoire du programme Environnement 2000 afin de déterminer des questions à examiner, d'évaluer la qualité et la fiabilité des données actuelles et d'élaborer un programme d'évaluation des questions-clés. Le programme Environnement 2000 a été annulé avant le début des consultations dans la région du Québec. Un rapport d'évaluation provisoire a été préparé en décembre 1984. Le présent ajout résume des entrevues ultérieures réalisées à la mi-juin 1985 auprès de représentants d'Environnement Canada de la région du Québec.

L'étude effectuée au Québec se concentre sur des points quelque peu différents de ceux abordés dans les autres régions. Les observations reçues du Québec sur le programme Environnement 2000 portaient souvent sur les incidences à long terme d'un grand nombre de projets ou sur des projets ayant donné lieu à des activités qui se poursuivaient après l'achèvement du projet original. Plutôt que de refaire le même genre d'étude que dans les autres régions, on a décidé d'examiner plus attentivement ces types de projets pour dégager les caractéristiques du programme Environnement 2000 qui ont contribués à donner des résultats à long terme. Bien qu'on n'ait pas tenté de faire une étude exhaustive, on espère qu'Environnement Canada ou d'autres ministères pourront, grâce aux idées ainsi dégagées, améliorer la conception de programmes tels qu'Environnement 2000 afin d'en augmenter l'incidence à long terme.

La première partie donne cinq exemples de projets considérés comme ayant eu des incidences à long terme ou ayant débouché sur des activités autonomes (le concept d'incidences à long terme et à caractère permanent est expliqué dans le rapport d'évaluation préparatoire principal de décembre 1984).

La deuxième partie résume les principales caractéristiques des projets ou du programme Environnement 2000 qui, selon les agents de la région du Québec, produisent des effets à long terme.

Dans la conclusion du rapport, on trouve un certain nombre de suggestions faites par les personnes interviewées quant aux moyens d'augmenter l'effet à long terme de programmes comme Environnement 2000.

2. DESCRIPTIONS DE PROJETS

Les cinq projets présentés sous cette rubrique illustrent les types de projets considérés par les agents de la région du Québec comme ayant eu des incidences à long terme ou ayant débouché sur des activités autonomes.

Pour le premier projet[1], la municipalité de Lac-Saint-Charles a embauché sept étudiants pour dresser des cartes topographiques des ressources naturelles de la municipalité, destinées à servir à la planification urbaine de la collectivité. Une fois le projet Environnement 2000 terminé, quatre de ces étudiants ont été embauchés par la municipalité régionale du comté de Jacques-Cartier et par les municipalitées de la région de Lac-Saint-Charles pour dresser des cartes similaires.

Le deuxième projet[2] concernait la récupération du verre et du papier par Récuperbec, Inc. dans la communauté urbaine de Québec; il s'agissait de créer un nouveau système permettant de séparer le verre clair du verre coloré et de casser le verre en morceaux plus petits avant l'expédition. Grâce aux résultats du projet, les récupérateurs de la ville de Québec ont pu conclure une entente, entre eux, visant l'adoption d'un nouveau système de récupération du verre.

Avant que le troisième projet[3] débute, la municipalité de Sillery négociait depuis un certain temps avec la province de québec pour obtenir des fonds en vue de restaurer une vieille maison, la Villa Bagatelle, et un jardin de style

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1 Projet No EA 113, **"Inventaire et cartographie des ressources naturelles de Lac-Saint-Charles"**, Association de la protection de l'environnement de Lac-Saint-Charles.

2 Projet No EA 014, **"Développement de la récupération du papier et du verre"**, Récuperbec, Inc., Communauté urbaine de Québec.

3 Projet no EA 074, **"Aménagement horticole et écologique du domaine Villa Bagatelle"**, SAUREV Inc., Sillery, Québec.

anglais dans la région. La remise en état du jardin autour de la Villa Bagatelle (reconstitution écologique d'un sous-bois de chênaies et l'aménagement horticol d'un mémorial botannique) dans le cadre d'un projet d'Environnement 2000, a suscité de la collectivité une réaction favorable telle que la province révisa ses priorités et accepta d'entreprendre la restauration de la Villa. L'emplacement est maintenant exploité par la municipalité de Sillery comme lieu historique.

Dans le cas du quatrième projet[4], 27 jeunes gens ont travaillé à enlever les déchets jonchant les rives de l'Île Laval sur une distance d'environ 35 km. En même temps, ces jeunes menaient une campagne de sensibilisation du public sur plusieurs fronts afin que les abords de la rivière ne soient pas pollués de nouveau. Bien que l'effet à long terme du projet ne soit pas encore évident, les agents de la région du Québec ont été suffisamment impressionnés par la campagne de sensibilisation qu'ils croient que les participants au projet atteindront leur objectif de maintenir la propreté des rives de la rivière.

Les fonds accordés au cinquième projet[5], dans le cadre du programme Environnement 2000, a permis à un groupe de cinq jeunes de mettre sur pied un camp-école à l'Île-Verte. Ce camp-école se distingue par l'enseignement aux jeunes de 12 à 17 ans, de la conservation de l'environnement et de l'écologie, l'étude de la sauvagine, notamment. Ce camp-école est aujourd'hui administré par la province. L'information recueillie sur le terrain est versée aux logiciels que le groupe a réussi à obtenir grâce en autres à la collaboration d'organismes locaux et la participation de la province. Les effets à moyen terme de ce projet se traduit par l'embauche des participants au projet original par la province, pour une deuxième année, et par une subvention que leur accorde cette année, le programme Canada au Travail.

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4 Projet no EA 006, **"Action Jeunesse canadienne pour l'amélioration de l'environnement"**, Canadoeuvre Inc., Laval, Québec.

5 Projet no EA 040, **"Camp-école sur la sauvagine"**, Société de conservation de la Baie de l'Île-Verte, Québec.

3. CARACTÉRISTIQUES MENANT À DES EFFETS À LONG TERME

Voici une description des caractéristiques présentées par certains projets ou par le programme lui-même et qui, selon les agents d'Environnement Canada, ont permis que les projets aient des effets à long terme ou aient débouché sur des activités autonomes:

- Le programme Environnement 2000 a tout d'abord réussi à faire connaitre "Environnement Canada" au Québec. Le Ministère étant le plus souvent reconnu dans le passé pour les activités du Service de la faune et de celles de Parcs Canada. Environnement 2000 a également suscité un intérêt accru des activités du Ministère chez nos fonctionnaires. Ainsi ces derniers se sont intéressés aux scéances d'information et présentations audio-visuelles, et aux émissions radiophoniques que les agents d'information du Programme leur ont présenté de façon régulière.

- L'organisation d'Environnement 2000 était de taille modeste sans être trop bureaucratique et ses membres étaient sensibles aux besoins des participants. Le programme se distinguait par le nombre limité de formules à remplir et de procédures à suivre et par l'optimalisation des contacts personnels directs entre les fonctionnaires d'Environnement Canada et les commanditaires ainsi que les participants aux projets. Les fonctionnaires chargés des services d'information et de l'aide technique et administrative étaient perçus comme étant ouverts plutôt que trop rigides dans leur approche.

- En faisant la publicité du projet, les services d'information de la région du Québec s'étaient donnés comme objectif principal d'inciter les commanditaires des projets à recourir aux média locaux pour informer la population locale ou régionale de leurs activités. La responsabilité des commanditaires à cet égard était stipulée dans leur contrat avec Environnement Canada et ils étaient appuyés dans cette tâche par les agents d'information, qui leur fournissaient des renseignements sur les

média et les aidaient à planifier leur campagne de publicité. Faire de la sensibilisation du public une composante importante de tous les projets et en confier la responsabilité aux commanditaires a eu pour effet d'augmenter l'interaction entre les participants aux projets et la population locale ou régionale et d'établir des contacts à long terme entre les groupes d'environnementalistes et les média locaux.

. Les différents projets répondaient à un besoin réel déjà identifié dans la région ou la collectivité. Dans certains cas, le commanditaire ou la municipalité avait déjà préparé un plan de développement à long terme dans lequel s'insérait le projet; dans d'autres cas, le besoin avait été mis en évidence de façon moins officielle. Le principal rôle du programme Environnement 2000, dans de tels cas, consistait à donner le petit coup de pouce nécessaire pour mettre le projet en branle.

. Les projets ont été mis de l'avant par des organismes déjà existants et viables, capables de mettre les projets en oeuvre et de leur assurer une stabilité, ou encore par des groupes disposant de bons contacts dans la région.

. Selon certaines personnes interviewées, le jumelage d'un programme environnemental avec un programme de création d'emplois suscitait en soi des effets à long terme car les projets touchant l'environnement ont généralement une perspective à long terme; en outre, les personnes qui commanditent des projets sur l'environnement ou qui y travaillent le font habituellement parce que la chose les intéresse, et non uniquement parce qu'ils ont besoin de travail.

4. AMÉLIORATIONS PROPOSÉES

Les personnes interviewées ont proposé un certain nombre d'améliorations, qui selon elles, augmenteraient l'incidence d'un futur programme. Leurs suggestions sont résumées ci-après:

- la probabilité selon laquelle un projet aura des effets à long terme et débouchera sur des activités autonomes devrait être un des critères de sélection des projets;

- la sélection des projets devrait être moins politisée; de plus, les agents régionaux étant mieux placés pour s'acquitter de certaines tâches, par exemple évaluer les organismes qui commanditent ou juger si le projet est fortement appuyé au niveau local. Il faudrait ainsi que les instances régionales aient plus de pouvoir quant à l'analyse, au développement et a l'approbation des projets.

- bien que le contact continu entre Environnement Canada et les responsables du projet, constituait une différence importante entre le programme Environnement 2000 et la majorité des programmes de création d'emplois de la CEIC, selon un grand nombre de personnes interviewées, les agents de projets devraient consacrer plus de temps pour collaborer avec les commanditaires dans la planification et la surveillance des projets;

- tout programme de cette nature devrait durer un certain nombre d'années. Cela permettrait aux organismes qui ont vu leur première demande rejetée, poser de nouveau leur candidature en présentant des projets améliorés. Des projets à long terme pourraient également recevoir du financement pendant plus d'une année. La possibilité de recevoir des fonds au cours d'une deuxième année inciterait les responsables à améliorer encore la conception des projets, leur donnerait plus de temps pour trouver d'autres sources d'appui.

PERSONNES INTERVIEWÉES DANS LA RÉGION DU QUÉBEC

1. Gilles Lamoureux, directeur général régional (DGR du Québec)

2. Marcelle Girard, directrice des services de relations publiques et d'information, région du Québec.

3. Clément Dugas, directeur adjoint des services de relations publiques et d'information, région du Québec.

4. Benoit Taillon, directeur des politiques ministérielles, région du Québec. (Était directeur général régional intérimaire pendant la réalisation du programme Environnement 2000).

5. Jean-Luc Desgranges, agent de recherche, Service canadien de la faune. (SCF), région du Québec.

6. Louise Letellier, directrice des Services financiers et administratifs, région du Québec. (Était la directrice du programme Environnement 2000 au Québec).

7. Denis Aubé, ancien coordonnateur du programme Environnement 2000 au Québec. Travaille maintenant au Programme Défi/85 de la CEIC.

8. Gérard Girouard, agent du Service de la protection de l'environnement, bureaux de Montréal, région du Québec.